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ABSTRACT

A record of hearings is presented conducted by the United States House of Representatives into a bill (H.R. 123) to provide Federal grants to elementary and secondary schools to carry on programs related to citizenship and ethnics. The bill, introduced by Florida Congressman Charles E. Bennett, would be financed by an appropriation of $5,000,000 for each of three fiscal years. Funds would be distributed in the form of grants to state education agencies, which would be responsibile for setting standards and devising the content and nature of citizenship and ethics instruction. Testimony relating to the bill is presented by a variety of witnesses, including religious leaders (Reverend Jessie Jackson and Reverend Norman Vincent Peale), political leaders (Congressmen Bennett, Congressman Carl D. Perkins), directors and officials of citizenship research centers, parents, educators, newspaper columnists, and spokespersons for interest groups in areas of ethical/values education and citizenship education. Topics discussed include moral deterioration in American society, academic achievement, educational objectives, moral fiber, vandalism in schools, background of instruction in morals and values in schools, dedication and responsibility of young people, and issues involved in values clarification in schools without parental consent. (DB)

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A BILL TO TEACH THE PRINCIPLES OF CITIZENSHIP AND ETHICS

ED177051

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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HEARING

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR HOUSE OF REPRESENTATIVES

NINETY-SIXTH CONGRESS

FIRST SESSION

ON

H.R. 123

TO PROVIDE FEDERAL GRANTS TO ASSIST ELEMENTARY AND SECONDARY SCHOOLS TO CARRY ON PROGRAMS TO TEACH THE PRINCIPLES OF CITIZENSHIP AND ETHICS

HEARING HELD IN WASHINGTON, D.C., ON APRIL 24, 1979

Printed for the use of the Committee on Education and Labor

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A BILL TO TEACH THE PRINCIPLES OF CITIZENSHIP AND ETHICS

TUESDAY, APRIL 24, 1979

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY,
AND VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
Washington, D.C.

The subcommittee met, pursuant to call, at 2 p.m., in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the subcommittee) presiding.

Members present: Representatives Perkins, Miller, and Goodling.

Chairman PERKINS. The subcommittee will come to order.

The Subcommittee on Elementary, Secondary, and Vocational Education is conducting a hearing today on H.R. 123, a bill to provide Federal grants to assist elementary and secondary schools to carry on programs to teach the principles of citizenship and ethics.

I would like to commend Congressman Bennett, the author of this legislation, for his long-standing interest in education and the improvement of our schools. I know that he has been concerned about the need for citizenship and ethics education for several years, and I am pleased that the subcommittee was able to schedule this hearing on Mr. Bennett's bill at this time.

As I understand the legislation, it would authorize $5 million per year through fiscal year 1981, for grants to state educational agencies to set up programs of citizenship and ethics education. The nature and content of these courses would be left up to the states.

[The complete text of H.R. 123 follows:]

96TH CONGRESS
1ST SESSION

H. R. 123

To provide Federal grants to assist elementary and secondary schools to carry on programs to teach the principles of citizenship and ethics.

IN THE HOUSE OF REPRESENTATIVES

JANUARY 15, 1979

Mr. BENNETT introduced the following bill; which was referred to the Committee on Education and Labor

---

A BILL

To provide Federal grants to assist elementary and secondary schools to carry on programs to teach the principles of citizenship and ethics.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That title VIII of the Elementary and Secondary Education Act of 1965 is amended by adding at the end thereof the following new section:

"GRANTS FOR TEACHING THE PRINCIPLES OF CITIZENSHIP AND ETHICS

"SEC. 813. (a) The Commissioner shall make grants to State educational agencies to assist them in establishing and carrying out programs under which students attending public elementary and secondary schools will be provided instruction in the principles of citizenship and ethics. The content and nature of such instruction shall conform to general standards prescribed by such State agencies.

"(b) For the purpose of carrying out this section, there is authorized to be appropriated $5,000,000 for the fiscal year ending September 30, 1979, and each of the two succeeding fiscal years.".

"SEC. 2. Section 422 of the General Education Provisions Act is amended by inserting after "the Elementary and Secondary Education Act of 1965" the following: "(other than section 813)".

Chairman PERKINS. I am delighted, Congressman Bennett, that you are here, and we welcome you to come around and be seated and go ahead in any manner that you prefer.

STATEMENT OF HON. CHARLES E. BENNETT, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF FLORIDA

Mr. BENNETT. I do have a list of witnesses, which I will give to your secretary, if they can be called ad seriatum.

First of all, I want to thank you and the committee to be present and testify for this bill. Three witnesses had hoped to be here, and could not make it. I ask your consent that the statement of these three, Reverend Jessie Jackson, Reverend Norman Vincent Peale, and business leader W. Clement Stone be allowed to be included in the record.

Chairman PERKINS. Without objection, all the statements will be inserted in the record.

[The statements referred to above follow:]

PUSH INC.

TESTIMONY BY REVEREND JESSE L. JACKSON

BEFORE SUBCOMMITTEE ON ELEMENTARY,

SECONDARY, AND VOCATIONAL EDUCATION

ON H.R. 123

April 24, 1979

Last year, 346,000 young men and women received their high school diplomas functionally illiterate. If this is projected into the next century -- nearly 7 million American young people will have received the credentials of completing high school, yet be trapped in the untenable position of being unable to function effectively as citizens. In other words, a group the size of the population of the 7 county metropolitan area of Chicago.

There is no way this nation can assume or absorb the burden of dependency and pathology underlying those projections and remain a viable leader in the world. Thus, these hearings are welcome.

Our schools must become centers of education and not merely academic omission centers. If that is to occur, education based upon sound basic principles encompassed in high expectations -- is the only meaningful option.

We believe our children can learn -- that it is not their genes that must be altered, it is their agenda.

We believe that they must learn -- it is imperative. We are behind and must catch up. There is one black physician for every 5,000 persons against the reality of one white physician for every 649 white persons; one black attorney for every 4,500 black persons. Blacks are fewer than 1% of the architects and engineers and 2% of the practicing chemists. In the city of Chicago we presently claim fewer black doctors now, than we did thirty years ago.

Our program, PUSH for Excellence, is premised upon the view that parents, community leaders, religious and business leaders must become involved in education of our children. We urge parents to establish a relationship with their children's teacher; to pick up their children's report cards and to become active in PTA or PTSA activities.

We urge businesses to adopt PUSH-EXCEL schools by providing the incentives of employment, career counseling and scholarships for the students in those schools.

But the core responsibility is the students'. First, to commit his attendance and attention to school; to undertake homework; to study a minimum of two to three hours per night without interference from TV, radio or telephone. The student, in other words, must have the willingness to discipline himself or herself since we believe that the laws of convenience lead to collapse; the laws of sacrifice lead to development and cohesive growth as persons.

Operation PUSH will no doubt see reason to apply for grants under the program incorporated in this legislation. For more than academic training, we are concerned that certain values are imparted. We maintain that we are educating not minds alone, but persons. We know that the death of ethics is the sabotage of excellence.

At least two Ethics in the Media conferences have been sponsored by PUSH with the idea of challenging the media to project something other than violence, sex and cheap thrills, which dehumanize rather than civilize our youth.

With grants and other technical resources made available through this legislation, we intend to keep education before the public as a national priority, deserving more than the miserly $9 billion now allocated for it. To this end, we make this statement of support and assure you our continued efforts to make this a reality.

W. CLEMENT STONE
CHAIRMAN

CLEMENT STONE
PRESIDENT

COMBINED INSURANCE COMPANY OF AMERICA

TELEPHONE 275-0200
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TELEX NO. 280366

5050 BROADWAY CHICAGO, ILLINOIS 60640

April 21, 1979

The Honorable Charles E. Bennett
U.S. House of Representatives
Washington, D.C. 20515

Dear Congressman Bennett:

May I sincerely thank you for your invitation to testify before Congressman Carl Perkins' House Committee on Education and Labor on the afternoon of April 24, 1979, at which time the Committee will hear your Bill on the teaching of the principles of citizenship and ethics.

Unfortunately, it is imperative that I leave Washington, D.C. shortly after my morning testimony before the Senate Government Affairs Sub-Committee hearing on the Congressional Award For Youth, S. 221. It is necessary for me to be in Panama City, Florida to participate in a positive mental attitude (PMA) program which has been scheduled for many months. The value of this program to the estimated 2,500 persons who will attend will be judged by the results to be achieved by the attendees from my efforts to instruct and motivate them to learn how to use psychological principles in achieving their desirable goals.

Because I shall not personally be present, I wish to take advantage of your suggestion to enter my remarks into the hearing record. Mrs. Stone, I and the W. Clement & Jessie V. Stone Foundation have for many years developed and supported programs for the teaching of: citizenship, ethics, honesty, integrity, personal initiative, self-discipline, spiritual values, the work ethic, the free enterprise system, voluntary action, aim-high goals, leadership by example and something more ... that which was *not* previously taught until I and a few others got involved: how to recognize, relate, assimilate and apply psychological principles to achieve any goal that doesn't violate the Laws of God or the rights of one's fellowmen through learning and applying the art of self-motivation and how to motivate others to desirable goals.

45-993 O - 79 - 2

We have broken the barriers in elementary and high schools, colleges and universities in America and, to some degree, those on every continent of the world. Educators and youth leaders have been trained and motivated to employ our techniques. In penal institutions, we have been able to motivate inmates to learn how to motivate themselves at will to become decent, fine citizens. We have reduced recidivism to 16% among the tens of thousands with whom we have worked during the last 20 years.

In the Chicago Boys Clubs, we have proved that, regardless of what crimes the boys committed before becoming members or how undesirable their home environment might have been, they could be motivated to become good citizens and something more ... many potential high school drop-outs at age 16 in Illinois have been motivated to motivate themselves to become good students, and some even excellent scholars.

Through the Positive Mental Attitude philosophy, the disadvantaged have learned how to motivate themselves to high achievement by getting off relief and obtaining employment and keeping their jobs. In working with Dr. S. I. Hayakawa at San Francisco State, it was proven that women on relief -- some for many years -- learned to motivate themselves to gain the necessary knowledge and skill to apply for and obtain desirable positions. As high as 95% have gotten jobs. At a reunion of our first class after four years, over 75% were with the same companies.

In each of the illustrations, the achievements were due to the individuals learning how to and actually motivating themselves to acquire the habits of high moral and ethical standards and ... good citizenship. It is imperative that we concentrate on prevention of the undesirable rather than only on the cure. Therefore, we must recognize and meet the need for ethical and citizenship education in the formative stages of intellectual and emotional development ... the elementary and secondary schools ... rather than waiting to treat the illness of criminality and welfare reliance.

Dr. Albert Schweitzer defined ethics as: "The concern for good behavior; not only our own well-being, but that of others and within society as a whole". I agree with him and would only add a prayer

that the values inherent in the Golden Rule -- Do unto others as you would have others do unto you and ... don't do unto others what you would not have others do unto you -- will be instilled in the hearts and minds of all those who will be part of shaping a better tomorrow in response to citizenship and ethical training in our elementary and secondary schools. Let's keep in mind that there is nothing in the Constitution which prevents the teaching of character: honesty, integrity and all the qualities that develop good citizens.

I compliment you for the dedication, time and effort you have devoted toward the principles your Bill, H.R. 123, embodies.

Yours respectfully,

W. Clement Stone

Norman Vincent Peale
1025 Fifth Avenue
New York, NY 10028

April 4, 1979

Congressman Charles E. Bennett
House of Representatives
Washington, D. C., 20515

Dear Congressman Bennett:

It is with regret that I must tell you that I will be in Europe on April 24, and therefore cannot enjoy the privilege of attending the meeting of the House, Education and Labor Committee scheduled for that date.

It would be an honor to appear before the distinguished members of the Committee and a privilege to support your bill, H.R. 128.

All students of history know, of course, that the American system was based at the outset upon the moral and ethical principles established by our forefathers. It stands to reason that a system of government thus based cannot continue forever unless the foundation of morals and ethics is strengthened from generation to generation.

Your bill, therefore, in my opinion is a very statesmanlike and timely effort to give new meaning to the moral and ethical principle upon which our country has developed.

As I read the bill, it seems to me that it provides through textbook curricula and teaching aids to enhance the principles of citizenship and ethics.

It is my sincere hope that the distinguished Committee will approve the bill and that it will be adopted by the Congress.

With admiration of your outstanding leadership and with a prayer that God may bless you every day all the way, I am

Cordially yours,

Norman Vincent Peale

NVP:DMP

Mr. BENNETT. I also ask that my entire remarks be printed, and that I be allowed to read portions, in order to conserve your time.
Chairman PERKINS. Without objection.
[The prepared statement of Hon. Charles E. Bennett follows:]

STATEMENT OF CONGRESSMAN CHARLES E. BENNETT

BEFORE SUBCOMMITTEE ON ELEMENTARY, SECONDARY AND VOCATIONAL EDUCATION, OF THE HOUSE COMMITTEE ON EDUCATION AND LABOR

April 24, 1979

I am here to testify on behalf of my bill, H.R. 123 to provide for federal grants to be made by the U.S. Commissioner of Education to State educational agencies to assist them in establishing and carrying out programs under which students in elementary and secondary schools will be provided instruction in citizenship and ethics.

The legislation leaves up to the state agencies the content and nature of the instruction.

I strongly encourage the committee to approve this legislation. It gives an important thrust to meet an important need in education; and leaves the methods and content under the control of local authorities. No massive bureaucracy is either established or encouraged.

You have heard or read about the rise in youth crime in America. The problem is growing and it is not limited to any particular part of the country or any one economic group. Crimes are being committed by young people from rich neighborhoods as well as poor, small towns as well as big cities,and rural areas as well as suburbs.

Arrest statistics from the Justice Department indicate that juveniles account for a disproportionate share of police arrests nationally. In 1977 persons under 18 in our country accounted for 41% of the arrests for serious crimes, although that age group (minus those under 10) was but 15% of the population.

Arrest records also indicate that juveniles are becoming increasingly involved in violent crimes including murder, rape, robbery and aggravated assault. Statistics show a 293% increase in juvenile arrests for such crimes between 1960 and 1975 while such arrests for adults rose by half that or 130% in the same period. It is estimated that one out of every six boys will be brought to court before his 18th birthday for other than a minor matter such as a traffic offense.

Youth crime has spilled over to the schools where vandalism costs the nation's public schools nearly 600 million dollars per year. In addition, there are nearly 70,000 assaults on teachers each year. But as serious as all of these crime statistics are, they are only symptoms of an illness that is afflicting our schools and our society -- and that illness is a lack of knowledge of and lack of practice of the principles of good citizenship in our democracy.

I believe that this deterioration is due in large part to the failure of our schools to provide an adequate education in the field of good citizenship and what it means to our society and to each of us individually.

This failure by the schools -- at a time when family life is becoming increasingly fragmented -- is giving us a new generation of Americans no longer guided by the ethical principles that have made our nation great.

Our culture, like that of other civilizations, is built upon widely accepted behavioral values. Although values of our culture may vary somewhat from individual to individual, there are certain basic and accepted values in America. One of the most critical factors in the survival of any society has always been its ability to transmit effectively its carefully

achieved values to each succeeding generation. Therefore, it becomes a responsibility of our American schools to educate our children about our values -- an obligation which is shared with the home, church, the community and its various agencies.

However, in recent years the schools have failed in this task. This failure was noted recently by the Police Chief of Montgomery County, Maryland -- a rich Washington suburb which has had its share of youth crime. The Chief said: "Much of the crime problem can be traced to the breakdown of family life, although laxity in the churches, courts and other public institutions -- particularly the public schools system -- have contributed to a disrespect for authority and the rights of others, which leads to criminal behavior."

Our schools were not always devoid of instruction in morals and values. The Thomas Jefferson Research Center, a nonprofit institution that studies America's social problems, recently issued a report which shows that the American system of education used to put much emphasis on morals and ethics. The Center found that before 1775, religion and morals accounted for more than 90% of the content of school readers. In 1926, the figure had dropped to only 6% and today the percentage is almost nonexistent.

A telling blow against the teaching of values in public schools came in 1962 when the Supreme Court ruled that the first amendment prohibits prayer in public schools. It was not just that a prayer once a day had been or could be a very hard sell for morality; but more that there was an overreaction by school boards to the Supreme Court ruling by the discontinuing of teaching of ethics, standards and values, they fearing that such teaching would be considered religious instruction. This of course is not the case.

The courts in no way outlawed instruction in standards -- only religious instruction.

The Thomas Jefferson Research Center's Dr. Benjamin D. Wood said of the overraction by the schools to the Supreme Court ruling: "The lamentable disengagement of American education from its indispensable role in the moral, ethical realm arose from a grievously erroneous interpretation of the wise separation of church and state, which error in turn grew out of an older and unfortunately still widely accepted error of confusing morality and ethics with one or another specific ecclesiastical affiliation."

Although I never felt that allowing prayer in public schools should be objectionable to anyone, I also never felt it was all that is needed to meet today's needs of moral and ethical instruction. I agree with the courts that the teaching of religious beliefs is not the responsibility of our public schools. The teaching of religion is the responsibility of the home and church under our Constitution. However, the teaching and developing of proper standards of behavior can and should be undertaken by our public schools, as long as the instruction steers clear of doctrines of religion, which is not a complicated thing to do.

Our American way of life is based on the supreme worth and dignity of the human being. It is only as we are free to discover the truth and have the will to follow it that we may realize our full stature as worthy heirs of the great American heritage. The basic ethical principle which underlies this ideal of freedom is an understanding of and a concern for the needs and feelings of others and the disciplining of our energies in a constructive, not destructive, manner. It follows that instruction in citizenship

responsibiiities and ethics is vitally needed in our schools today.

Dr. Albert Schweitzer once gave a clear definition of ethics everyone can agree upon: "In a general sense, ethics is the name we give to our concern for good behavior. We feel an obligation to consider not only our own personal well-being, but also that of others and of human society as a whole."

It is more difficult for a child to develop clear knowledge of citizenship responsibilities today than it was in former times. Such values used to be obtained largely in the family unit; but the instability that has crept into family life in recent years is dramatic and frightening.

Fewer and fewer children are being raised in the traditional family setting. Recent surveys indicate that 30% of all children under six years of age have just one parent or no parents at all. One out of every three marriages is ending in divorce. Also an increasing number of couples are living together with no plan of being married.

At a time when mass communications have bridged the gap between the family and the outside world, these communications have created a gap between parents and children by their dominant role in the home.

There have been several dynamic changes in our society during the last 100 years that have rent the fabric of our social stability. We have gone from a rural, closed, limited-education and religious society to an urban, mobile, well-educated and secular society. In addition, we have progressed from a land of scarcity to a land of a abundance. Church attendance, helpful to millions of youngsters in the past, is no longer a customary way of life to millions -- yes to millions of the youngsters who need it most to be good citizens.

Changes which have occurred have shaken America's value system and led to an increase in instability in our society, such as growing crime and drug addiction. Crime is accelerating among the youth of our country, and the drug and alcohol cultures have filtered down to our secondary and even our grade schools.

America is in the process of bringing up a generation illiterate in good citizenship. The crisis is real. The statistics on youthful crime prove it. This trend can be reversed through proper educational programs in our schools; and that's what my bill attempts to accomplish. If we don't find an answer to this problem our country will be defeated from within. As Edmund Burke said in the days of the American Revolution: "Tell me what are the prevailing sentiments that occupy the minds of your young men, and I will tell you what is to be the character of the next generation."

The home and the church can no longer be solely relied upon. Today they are least available where most needed. These institutions today are no longer equipped to handle the job without help from our schools. Those children who are most in need of instruction are getting it least.

A recent poll by George Gallup shows that the American public is overwhelmingly in favor of introducing instruction in morals and moral behavior into the nation's public schools. Gallup polled 1,538 adults with the question: "Would you favor or oppose instruction in the schools that would deal with morals and moral behavior?" The survey found that 79% of those interviewed supported such instruction while only 15% were opposed. Two-thirds of those surveyed also believed that people today do not lead lives that are as honest and moral as people in the past.

It should be noted that the bill before you today relates to the teaching of "citizenship and ethics", which can be clearly justified on constitutional grounds. There might be some constitutional controversy about teaching morality as approved in the Gallup Poll although I believe the teaching of morality would be clearly constitutional. Certainly there can be no question that the bill before you is constitutional, limited as it is to teaching citzenship and ethics.

It is vitally important to the future of America that young people not only learn about the heritage of America in standards, principles and behavior, but also learn to formulate their own values in an open academic atmosphere where free discussion may improve and strengthen our culture and perhaps our chances for survival.

I believe my bill will help to accomplish this and can help our country to improve our chances for a happy and secure future. I urge this committee to approve it.

Mr. BENNETT. I am here to testify on behalf of my bill, H.R. 123, to provide, as the chairman has said, for Federal grants made by the U.S. Commissioner of Education to State educational agencies. The legislation leaves up to the States the content and nature of the instruction in citizenship and ethics.

I strongly urge the committee to approve this legislation to meet an important need in education. It leaves the methods and content under the control of local educational agencies. No massive bureaucracy is either established or encouraged.

You have heard or read about the rise in youth crime in America. The problem is growing and it is not limited to any particular part of the country, or any one economic group. Crimes are being committed by young people from rich neighborhoods as well as poor. Arrests statistics from the Justice Department indicate that juveniles account for a disproportionate share of police arrests nationally.

In 1977, persons under 18 in our country accounted for 41 percent of the arrests for serious crimes, although that age group, minus those under 10, was but 15 percent of the population.

As serious as all the crime statistics are, they are only symptoms of an illness that is afflicting our schools and our society, and that illness is a lack of knowledge of, and a lack of practice of the principles of good citizenship in our democracy.

In recent years, the schools have failed in the task that is before them. This failure was noted recently by the police chief of Montgomery County, Md., a rich Washington suburb, which has had its share of youth crime. The chief said, and I am quoting:

Much of the crime problem can be traced to the breakdown of family life, although laxity in the churches, courts and other public institutions, particularly the public school system, have contributed to a disrespect for authority and the rights of others, which leads to criminal behavior.

Our schools were not always devoid of instruction in morals and values. The Thomas Jefferson Research Center, a nonprofit institution that studies American social problems, recently issued a report which shows that the American system of education used to put much emphasis upon morals and ethics. The center found that before 1775, religion and morals accounted for more than 90 percent of the content of school readers. In 1926, the figure had dropped to only 6 percent, and today the percentage is almost nonexistent.

A telling blow against the teaching of values in public schools came in 1962, when the Supreme Court ruled that the first amendment prohibits prayer in public schools. It was not just that a prayer once a day had been or could be a very hard sell for morality, but more that there was an overreaction by school boards to the Supreme Court ruling, by discontinuing the teaching of ethics, standards and values. They feared that such teaching would be considered religious instruction.

This, of course, is not the case. The schools were in no way outlawed from instruction in standards, only religious instruction.

The Thomas Jefferson Research Center, Dr. Benjamin Wood said, of the overreaction of schools to the Supreme Court ruling, and I am quoting now:

The lamentable disengagement of American education from its indispensable role in the moral and ethical realm arose from a grievously erroneous interpretation of the wise separation of church and state, which error, in turn, grew out of an older and unfortunately still widely accepted error of confusing morality and ethics with one or another specific ecclesiastical affiliation.

Our American way of life is based on the supreme worth and dignity of the human being. It is only as we are free to discover the truth and have the will to follow it that we may realize our full stature as worthy heirs of the American heritage.

The basic ethical principle which underlies this ideal of freedom is an understanding of and a concern for the needs and feelings of others and the disciplining of our energies in a constructive, not a destructive manner. It follows that instruction in citizenship responsibilities and ethics is vitally needed in our schools today.

Fewer and fewer children are being reared in the traditional family setting today. Recent surveys indicate that 30 percent of all children under 6 years of age have just one parent, or no parents at all. One out of every three marriages is ending in divorce, and also an increasing number of couples are living together with no plan of being married.

Changes which have occurred have shaken America's value system, and led to an increase in instability in our society, such as growing crime and drug addiction. Crime has accelerated among the youth of our country, and the drug and alcohol cultures have filtered down to our secondary and even our grade schools.

America is in the process of bringing up a generation of illiterates in good citizenship. The crisis is real. The statistics on youthful crime prove it. This trend can be reversed through proper educational programs in our schools, and that is what my bill attempts to accomplish. If we don't find an answer to this problem, our country will be defeated from within.

As Edmund Burke said, in the days of the American Revolution, and I am quoting: "Tell me what are the prevailing sentiments that occupy the minds of your young people, and I will tell you what is to be the character of the next generation."

The home and the church can no longer be solely relied upon. Today they are least available where most needed. These institutions today are no longer equipped to handle the job without help from our schools. Truly those children who are most in need of instruction are getting it least.

It should be noted that the bill before you today relates to the teaching of citizenship and ethics, which can clearly be justified on constitutional grounds. There might be some constitutional controversy about teaching morality as was indicated in the Gallup poll, but it overwhelmingly showed the American people to be in favor of teaching morality in schools, and I believe the teaching of morality is, in fact, clearly constitutional.

Certainly, there can be no question, that the bill before you is constitutional, limited as it is to teaching citizenship and ethics. It is vitally important to the future of America that young people not only know about the heritage of American standards, and principles of behavior, but also learn to formulate their own values in an open academic atmosphere where free discussion may improve and strengthen our culture, and perhaps our chances for survival.

I believe my bill will help to accomplish this, and can help our country to improve our chances for a happy and secure future. I urge this committee to approve it.

Mr. Chairman, I will hand my full statement to the reporter, and say that the witnesses that will come before you next will be ones who have worked in this field, who know some of the practical things about it. Then we will conclude with Mr. Ivan Hill and Mr. Owen Frisby who, like myself, shall we say, are generalists in the field, but not specifically in the educational field.

Chairman PERKINS. Let me ask you a question or two, Mr. Bennett.

Is it your idea, in making the money available to the State educational agencies, that we first have a pilot program in some local educational agencies selected by the State educational agencies to more or less serve as demonstration projects for the remainder of the States.

Mr. BENNETT. That is exactly what I would envision. This hearing will reveal that a great deal of thought has already been given on a private endowment basis on how to arrive at texts, and how to arrive at curricula, and how to teach teachers. But what would really be needed now would be to see if there were some school systems, or maybe one or two school systems across the country which might show to what extent that could be made a relatively universal thing in our school systems, and try to select between the best of these things, and try it out. Then, if it works, other school systems would undoubtedly follow it.

The purpose is to stimulate the pilot type activity.

Chairman PERKINS. As I understand your bill, the States are to prescribe general standards for the content and nature of the citizenship and ethics education programs funded by the Federal Government. With whom do you feel the States ought to consult in setting up these standards?

Do you feel there ought to be a widespread input from parents, and other citizens?

Mr. BENNETT. I would think, if this bill became law, some State school system, or more than one, would apply to the Commissioner, and state the reasons why they felt their grant would be most in keeping with what the hearings here have developed.

I would think that they would try to arrive at what the parents and others felt about citizenship responsibility. But I really believe, when you are not involved in teaching morals, per se, but you are involved in teaching citizenship responsibility, there really is not that degree of disharmony.

For instance, there are some fundamental things that you could teach out of criminal law, if you wanted to. After all, we do have laws against murder, against stealing, and things like that. You could take off from that basis. You could have discussions of the foundations of why these became fundamental to our culture, and why they are part of the criminal law of our country.

Chairman PERKINS. How do you feel the States should deal with parents who may not want their children to participate in these programs, either because they do not agree with the content of the courses, or for any other reasons?

Mr. BENNETT. I don't think that there is any possibility of anybody disagreeing with the type of program that we are outlining in this bill. After all, it deals with citizenship. It does not deal with teaching people how to be good, or moralistic. It deals only with responsibilities of citizenship.

I don't think that an American family has the right to say that their children shall be reared in opposition to the fundamentals of their Government. I don't really believe that that would be a problem.

I think that it might have been a problem with earlier bills which I introduced, which had to do with teaching of morality. But this bill does not refer to that. It deals with the teaching of citizenship. I don't believe that there would be any American citizen who would protest it, and if they did, they should not be allowed to protest it any more than any other public subject.

Chairman PERKINS. Let me ask you this question. Some people may question the need for this legislation. Do you feel that in the public schools in general today there is a lacking of teaching citizenship and ethics?

Mr. BENNETT. Yes, I do. In the first place, I think most young people get more education from TV today than they do from their school books. Therefore, you have an active anticitizenship input. You see people who are attractive, charismatic people doing antisocial, anti-American things in a current film that they will see on TV. You have peer pressures among young people which are against the establishment.

So you have a lot of input toward young people which is antiresponsibility, anti-American, antigovernment, antigood citizenship. Unless somebody fills that void, they are only being taught one point of view, a negative one. Certainly the schools are the best source. It can be argued that the family ought to do it, or that the churches ought to do it, but the people who need it most don't have good families, if any family at all, and don't go to church, so it is not available to them.

Chairman PERKINS. Mr. Goodling?

Mr. GOODLING. I have no questions.

Chairman PERKINS. Mr. Miller, do you have any questions of Mr. Bennett?

Mr. MILLER. I am sorry to say, I don't. I apologize for getting here late, Mr. Chairman, and to our colleague, Mr. Bennett. I look forward to reading your testimony. Thank you.

Mr. BENNETT. Thank you.

Chairman PERKINS. Our next witness is Dr. Frank Goble, president of the Thomas Jefferson Research Center, California. Do you want to make a statement at this time, Mr. Miller?

Mr. MILLER. Not right now, Mr. Chairman.

Chairman PERKINS. All right.

Go ahead, Mr. Goble.

STATEMENT OF FRANK GOBLE, PRESIDENT, THOMAS JEFFERSON RESEARCH CENTER, PASADENA, CALIF.

Mr. GOBLE. My name is Frank Goble. I am the president, as you said, of the Thomas Jefferson Research Center, a national research organization headquartered in Pasadena, California. We have been studying this area of ethics and character development for a period of 16 years, and we have established as a factual thing that there has been a very measurable decline in emphasis at all levels of education since about 1900 until today.

With few exceptions, there is very little systematic effort to teach ethics in our schools at various levels. We have found a number of examples of successful programs, some of them suffer because they are successful because the teacher is highly motivated and highly skilled. But we have found one particular program which overcomes this difficulty in that it is designed in such a way that any reasonably competent teacher can use it. In other words, a high degree of skill is not required.

To give you an idea. This is called the Character Education Curriculum, as developed by the American Institute for Character Education in San Antonio, Texas, a nonprofit organization, primarily of educators. Their program has been tested in over 400 schools in 19 states.

In one case, the test school was a ghetto in the city of Indianapolis, Public School 63. The program has been in use there for at least 8 years, and is still in use. At the time they started, they reported that their vandalism as measured by window-breakage alone was running over $3,500 a year. In less than a year, they had solved this problem of vandalism. The window-breakage is now perhaps $100 a year, which is mostly

accidental. The young graduates of this ghetto school are now not only well trained from the standpoint of discipline and deportment, but their academic performance has gone up very decidedly, very measurably.

A second school, Tula Vista Elementary School in Tula Vista, Calif., near San Diego, and this was a school in an upper-class neighborhood with approximately half of the children coming from well-to-do homes in the neighborhood, and the other half bused in from the slums of National City—Mexican-American young people.

They tested the program for 3 years, and they found that the vandalism for the 3 years prior to the test and the 3 years of the test, there was a reduction to one-sixth of the previous figure. They reported that the neighborhood which was very much upset with that acts of vandalism, littering, and trampling of gardens, these neighborhood problems virtually ceased as this program became effective.

We could give other examples. There have been a number of schools, as I have said, that have used the program, but I think that this illustrates that a good program can be very effective.

Analyzing it from a cost point of view, a cost effectiveness point of view, a typical school district with 10,000 elementary school children could implement a program and amortize the cost over 5 years, at a cost of $73,000, which would be 73 cents per year per child. The direct savings to the school, based on what has happened in other schools, could be as much as $200,000 as opposed to an expenditure of $73,000, which is almost a 300 percent gain on the money. The total savings to society could be as high as 10 times the expenditure or as high as 1,000 percent.

If only a few children were deterred from a life of crime, the program would pay for itself many times over.

It is our opinion, based upon tens of thousands of hours of research that if we can increase the quality and quantity of ethical instruction in our schools and other institutions, it is probably the most practical, if not the only practical, method to bring present exploding crime, violence, and delinquency under control.

A recent poll by Gallup showed that 84 percent of Americans with children in school would like to see their children receive more in terms of discipline and ethical instruction. So we have an overwhelming public support. We have not witnessed any serious controversy in the schools that have used the program. If there is weakness in the bill, it might be the failure to call for some performance criteria. We think that if the Government is going to spend money on character education, there should be some measure of results, although we have found many programs that could meet such performance criteria, we also have found programs which do not produce any tangible results.

I want to thank the committee for this opportunity to speak to you.

Chairman PERKINS. Thank you very much.

[The complete statement of Mr. Goble follows:]

Honorable Carl D. Perkins, Chairman
Committee on Education and Labor
Subcommittee on Elementary, Secondary
and Vocational Education

Reference: HR123 Hearing April 24, 1979

Statement by Frank G. Goble, President
Thomas Jefferson Research Center
1143 North Lake Avenue
Pasadena, California 91104
Telephone (213) 798-0791

The Thomas Jefferson Research Center, a non-political, non-profit national organization was founded in 1963. The Center's purpose is to seek and publicize workable solutions to the human problems of individuals, organizations and society.

There has been, in recent years, an alarming national increase in crime, violence, drug abuse and other symptoms of moral deterioration in our society. Not only are these human problems increasing much faster than population, but the age at which they occur is constantly lower.

The Thomas Jefferson Research Center, during 16 years of extensive research, has identified a direct correlation between the increase in these costly human problems and a decrease in emphasis on ethics, citizenship and character development in our schools, colleges, media and other opinion-forming institutions.

Several national studies document the decline in emphasis on ethics and character during the last 60 or 70 years.

In 1967, Sandrah L. Pohorlak published a study made for her advanced degree in education at the University of Southern California.

Her survey included all states, territories and possessions of the United States. All but six states responded. She found that at least 19 states required schools to teach ethics in the classroom (20 states did not provide information in this regard). The California State Code of Education, for example, states:

Section 44806

"Each teacher shall endeavor to impress upon the

> minds of the pupils the principles of morality, truth, justice, patriotism, and a true comprehension of the rights, duties, and dignity of American citizenship, including kindness towards domestic pets and the humane treatment of living creatures, to teach them to avoid idleness, profanity and falsehood, and to instruct them in manners and morals and the principles of free government."

The state of Maine, in its laws relating to public schools states:

> "...Instructors of youth in public or private institutions, shall use their best endeavors to impress on the minds of children and youth...the principles of morality and justice and a sacred regard for truth...chastity...temperance...shall devote not less than one hour of each week...to teaching moral and spiritual values;"

Although the laws of many states require instructors to teach ethics, Mrs. Pohorlak found that 42 states provided nothing in the way of texts, handbooks, guides or other materials to help teachers deal with ethics and character in the classroom.

Her conclusion was that: "Here in America, since 1900 or thereabouts, various forces have resulted in the gradual relinquishment of our original standards for morals and ethics, in education, business and social relationships...There has been a chipping away at our former ideals; a hesitancy to uphold the standards which made our country great....There is little or no encouragement from the state offices of education that the districts they preside over be active in finding ways to improve the teaching and encouragement of moral and spiritual values in their school communities, for they supply nothing to aid or encourage the teacher."

"Guidelines for Moral Instruction in California Schools," May 9, 1969 was prepared for the California State Board of Education by Dr. Edwin F. Klotz, Special Assistant to the Board.

Dr. Klotz also asked each of the 50 states what they were doing about moral education. He found that only 13 states identified an ongoing program of moral instruction or were in the process of starting one. Twenty-four states replied that they had neither guidelines nor a committee studying the problem.

Dr. Klotz also surveyed 1,100 California school districts and found that only 40 districts had guidelines or other prepared materials. Seventy-four districts stated that such materials were under preparation and 447 districts replied that they had integrated such instruction throughout the curriculum, but that the instruction was more incidental than direct.

A survey of a selected cross-section of American primary and secondary school teachers by the National Education Association Research Division in 1966 included a question regarding the importance of attempting to develop ethical character in students. Fifty-two percent of the teachers responding believed that too little emphasis was placed on ethical instruction.

Amoral America, 1975, Hoover Institution Press, is a book summarizing a study by two distinguished political scientists, Drs. George C. S. Benson and Thomas S. Engeman.

"Contemporary Western society, and especially American society," wrote Dr. Engeman, "suffers from inadequate training in individual ethics. Personal honesty and integrity, appreciation of the interests of others, non-violence, and abiding by the law are examples of values insufficiently taught at the present time."

"Our thesis," Dr. Engeman continues, "is that there is a severe and almost paralyzing ethical problem in this country....We believe that we can demonstrate that unlawful behavior is in part the result of the absence of instruction in individual ethics."

Dr. George Benson argues that America's astounding crime rate is largely due to lack of ethics, which, in turn, is due to the lack of ethical instruction in the schools and other opinion-forming institutions. The two authors provide heavy documentation to show that those institutions that have traditionally taught ethical values -- schools, churches and media -- are falling down on the job.

They cite a study by Margaret Foster, for example, who analyzed third grade readers from 1900 to 1953. She reported that non-fiction material began to disappear after 1930, as did references to obedience, thoughtfulness and honesty.

Professors de Charms and Moeller studied fourth grade readers from 1800 to 1950. In 1810, they found 18

out of every 25 pages included moral instruction. By 1930, this had fallen to one page in 25 and in 1950, it was .06 pages out of 25.

John Nietz also did a study of textbooks and found that originally moral education was one of the principal objectives in our schools. He says that to understand the decline of moral values and the rise in vandalism and crime, we need only to contrast the content of McGuffey readers (first published in 1836) with the "literature" inflicted on children today.

In the McGuffey readers, Mr. Nietz states: "Such moral qualities as honesty, truth and truthfulness, obedience, temperance, kindness to humans and animals, thrift, work and patriotism were largely taught by means of actual human and situational stories."

It seems obvious, as the above examples show, that, since about 1900, there has been a very significant reduction in emphasis on ethics and character in our schools.

Studies by the Thomas Jefferson Research Center show that there is a direct relationship between this decline in ethical instruction and exploding crime, violence and delinquency.

Many schools and state educational agencies are now aware of the problem and seeking workable solutions. A technical report released in the spring of 1977 by Research For Better Schools, Inc. showed a substantial recent increase in ethical instruction.

The 1975 seventh annual Gallop Poll of public attitudes towards education included a series of questions devoted to education in morals and moral behavior. Seventy-nine percent of a sample of representative Americans supported the instruction of moral behavior in schools. For parents with children in public schools, an overwhelming majority, 84%, were in favor of moral education.

The Center has identified a number of case histories where individual teachers, highly dedicated and competent, have achieved remarkable improvements in discipline and deportment by emphasizing ethics and character in the classroom.

Unfortunately, many of these examples are not "mass-producible" because they require a high level of teacher dedication and skill.

Fortunately, we have identified and studied at least one highly successful program which can be successfully used by teachers of average dedication and ability.

The Character Education Curriculum, developed by the American Institute for Character Education in San Antonio, Texas (a non-profit institution) is an example. This systematic program in ethical instruction for kindergarten through 6th grade has been tested in more than 400 schools in 19 states with sometimes dramatic success.

The Character Education Curriculum has been in continuous use at Wendell Phillips Public School #63 in Indianapolis since September 1970. Mrs. Beatrice M. Bowles, Principal of Public School #63, gives the following description of the school prior to the commencement of character education. "The building resembled a school in a riot area. Many, many windows had been broken, and the glass had been replaced with masonite....$3,500 worth of glass had been broken from September 1969 through June 1970....Most of the pupils were rude, discourteous and insolent to the members of the faculty. ...The school was 99% black students...The children had no school pride, very poor self-image, and were most disgruntled because they had to attend 'that old school.'"

These are the results that Mrs. Bowles reports after all of the teachers in Public School #63 began using the character development program. "Since September, 1970, there has been less than $100 of glass breakage and this has been accidental. Student attitude has greatly improved....There is a feeling of one for all and all for one."

Six years later, (April 1976) Mrs. Bowles reported that "Discipline and vandalism are no problem at School #63. Our children are well behaved, courteous, and with few exceptions, achieving at maximum potential....The program has been a tremendous success for us and our children."

(The full text of Mrs. Beatrice Bowles' remarks are attached to this report.)

Another school that tested the Character Education Curriculum was Valley Vista Elementary School in Chula Vista, California. At the time of the test, Valley Vista was a new elementary school in a high income resi-

dential area. Only about half of the students, however, came from nearby homes. The others were bused in from a very low income neighborhood in National City. Disciplinary problems were severe and within a short time, many of the trees and shrubs at the school had been destroyed. There were many complaints from neighboring homes because of litter, vandalism, and trampled flower gardens.

After the teachers began using the systematic program in ethical instruction, disciplinary problems almost disappeared in the classroom, in the cafeteria and on the playground. The school principal, who had been spending most of his time with disciplinary problems, found that he now had time to spend in more productive ways. Trees and shrubs on the school grounds were replanted and students left them alone. Complaints from homes near the school were greatly reduced.

The estimated cost of vandalism to the school when compared with costs for a prior three year period were found to have been reduced to about one-sixth of the previous monthly cost. (See attached letter from Assistant Superintendent Meliton Lopez.)

The potential savings from systematic ethical instruction are very substantial. A typical school district with 10,000 elementary school children could purchase teaching materials, train teachers to use the materials, and maintain the program for five years for an approximate cost of $73,000. Direct savings to the school district, based on actual case histories, could be as much as $208,000 - almost a 300% return on investment. Additional benefits to the community in terms of reduced crime and vandalism would also be significant. Every child diverted from a life of crime means a direct saving to society of more than $100,000. Non-financial benefits to students, schools, parents and community would also be of great significance.

In my opinion, based upon the Thomas Jefferson Research Center's tens of thousands of hours of research, an increase in quality and quantity of ethical instruction in our schools and other institutions is the only practical method to bring present exploding crime, violence and delinquency under control.

Although the above remarks have concentrated on elementary schools, research by Drs. Benson and Engeman and others shows that ethical instruction has declined at all levels of education. The research also shows

that it is practical to teach ethics in junior high school, high school and even at college level. Recent breakthroughs in understanding of human behavior and motivation make this possible to a degree not previously thought possible. It is not true that character is cast in concrete at a very early age as many people seem to believe.

A possible weakness in HR123 at present, is its failure to establish performance criteria. There are many programs which claim to teach ethics, character or values which cannot demonstrate measurable results. The American public is, understandably, very tired of expensive governmental programs which fail to produce tangible results.

May I take this opportunity to thank the Subcommittee on Elementary, Secondary, and Vocational Education for the opportunity to testify regarding this very important Resolution. The Thomas Jefferson Research Center will be pleased to provide additional information upon request.

Respectfully,

Frank G. Goble, President
Thomas Jefferson Research Center

APPENDIX

Public School #63, Indianapolis, Indiana

Chula Vista City School District, California

School District of New Richmond, Wisconsin

Coakley Junior High School, Harlingen, Texas

Public School #63
1115 N. Traub Avenue
Indianapolis, Indiana 46222
April 2, 1971

Dr. Patricia A. Graham
Associate Director
Character Education Program
214 E. Rampart
San Antonio, Texas 78216

Dear Dr. Graham:

In August, 1970 I was invited to attend a session of the Character Education Workshop. The speakers were dynamic, the materials excellent, and the group stimulating. I decided at that time the Character Education Project should prove of great value at School #63.

I was appointed Principal at School #63 for the school year 1970-71. On viewing the building during the months of June and July I was very much dismayed. Many, many windows had been broken, and the glass had been replaced with masonite. The building resembled a school in a riot area. I asked that the masonite be replaced with glass, and was informed that it would be impossible as thirty-five hundred dollars ($3,500) worth of glass had been broken from September, 1969 until June, 1970. The school image in the community was very poor -- "the school had gone to the dogs." When school opened, most of the pupils were rude, discourteous and insolent to members of the faculty. The school has 99% black pupils and 75% white faculty. The children had no school pride, very poor self-image, and were most disgruntled because they had to attend "that old school."

At our first faculty meeting, Mrs. Jean English, a member of the Character Education Workshop, presented the Character Education materials. All of the staff were favorably impressed, and it was the concensus that the materials would be used at all grade levels.

Since September, 1970 there has been less than one hundred dollars worth of glass breakage, and this has been accidental. Student attitude has greatly improved, and at the suggestion of the students a student council was organized and is functioning. The students are now respectful and cooperative with the teachers, and there is the feeling of one for all and all for one. The building is much cleaner, and consultants, parents, fire inspectors and others entering the building have made many complimentary remarks on the many improvements.

School #63 is well on the way to becoming the very fine educational institution for which it was intended. We attribute this remarkable change to Mrs. English, our Character Education Chairman, and the use of the Character Education Project materials provided by your staff.

Sincerely,

Beatrice M. Bowles

Beatrice M. Bowles (Mrs.)
Principal, School #63

BMB:bje

PUBLIC SCHOOL #63: A FOLLOW UP April 1976

by Beatrice M. Bowles

The Character Education Program has been in continuous use at Wendell Phillips Public School #63 since September, 1970. Mrs. Jean English still serves as our Character Education Chairperson, and the success of the program is indisputable. There is little teacher turn over at School #63, but the new teachers are given the needed training for teaching Character Education by Mrs. English.

The Character Education materials are interesting, stimulating, inspiring and thought provoking. The Kindergarten children are delighted with the animal portrayal of values and participate wholeheartedly in the class discussions. The pupils in Grades 1-6 relate to the children. The inclusion of many nationalities of children has also added much to acceptability of the materials. After six years of usage, the pupils, parents and teachers are still enthusiastic about and enthralled with the program. I often plan classroom visitations at the time when Character Education materials are presented because I too continue to enjoy them. The materials are often correlated with Language Arts, Social Studies and Art. Many writing exercises have been the spontaneous results of Character Education materials.

The use of Character Education materials has greatly enhanced the lives of pupils, parents and teachers at School #63. Yearly, the last week in September or the first week in October, each teacher has a room meeting with pupils and parents. The curriculum, including Character Education, to be covered by June of the following year is presented, and the parents become involved. They have always been very supportive and excited about the Character Education materials. As a result of this meeting we have three way involvement: parent-pupil-teacher. All have greatly benefited as manifested in improved relationships between parent-child, parent-parent, and parent-teacher. Our P.T.A. is active and progressing.

Many honors and awards have been given pupils and staff at School #63 during the past six years. While these honors and awards are too numerous to list individually, during the 1975-1976 school year, two outstanding events have taken place. A free immunization program for city school children was conducted by the Indiana State Board of Health, Blue Cross-Blue Shield Insurance Company, and Radio Station W.T.L.C. Wendell Phillips School #63 had one hundred percent (100%) immunization due to cooperation of parents, pupils and teachers. This immunization program should decrease the incidence of communicable disease in our school and community, and should protect every child from losing valuable school time as a result of contracting a preventable disease. Our Traffic Patrol Captain, Willie Harris, age 12 years, was selected as Traffic Boy of the Year for the city of Indianapolis by the Indianapolis P.T.A. Council. Our children cross many heavily traveled streets, and we have no adult guards. Our school had no traffic accidents for the 1972-1973, 1973-1974 and 1974-1975 school years, and received plaques and honorable commendations for these achievements. These accident-free years are attributed to the sense of responsibility developed in our children through the use of Character Education materials.

45-993 O - 79 - 5

Discipline and vandalism are no problems at School #63. Our children are well behaved, courteous, and with few exceptions, achieving at maximum potential. Our parents are concerned and cooperative. Visistors and workmen coming into the school often remark about the wonderful learning atmosphere prevalent in the building - something you can feel.

In the Character Education Program at Wendell Phillips School #63 we stress responsibility, helpfulness, honesty, generosity, tolerance, truthfulness and other values. There is a noticeable improvement in the attitudes, behavior and achievement of our children, now Sixth Graders, who have been in the program the entire six school years. School attendance is compulsory; church attendance is not, so to my staff and me Character Education is a Must in our school.

During the past six years many teams of visitors, some from our own system or city, some from other school corporations - many from out of state - have visited our school to observe the Character Education Program in operation. Questions were answered, and all visitors were most favorably impressed. I feel certain that other school systems have adopted the program as a result of these visitations.

One visitor in our building, Mrs. Juanita Davis, was introduced to the Character Education Program. Mrs. Davis is on the staff of the Hispano-American Center located in our city. She used the materials at the Center and at a summer camp at Franklin, Indiana for children ages 5-13 years of migrant workers. The Character Education Program was very successful and was expanded to include the parents. The materials are written in both the English and Spanish languages, so they not only teach character education but also help the Spanish-speaking to learn English.

Dr. Alexander Moore, Assistant Superintendent in charge of Curriculum for the Indianapolis Public Schools, examined the Character Education Program materials very carefully during the Spring, 1972, and decided that Character Education would become a part of the curriculum for all Indianapolis Public Schools as of September, 1972. Many teacher workshops were held during the Summer, 1972 at Butler University under the supervision of Dr. Joseph M. Nygaard of the Butler University faculty and Character Education Personnel from San Antonio, Texas. Mrs. Sarah Helen Lewis received additional training in Character Education at San Antonio, Texas, and became the consultant when all Indianapolis Schools adopted the program in September, 1972. It continues to be an integral part of the curriculum.

We at Wendell Phillips School #63 are happy and grateful to have been continuous participants in the Character Education Program. The program has been a tremendous success for us and our children, and we hope that something we may have shared with our many visitors will help them make the Character Education Program equally successful for them.

577-1736

CHULA VISTA CITY SCHOOL DISTRICT

Each child is an individual of great worth

84 EAST "J" STREET • P.O. BOX 907 • CHULA VISTA, CALIFORNIA • 92012 • AC 714 422-8341

May 23, 1977

Mr. Frank Goble
Thomas Jefferson Research Center
1143 North Lake Avenue
Pasadena, CA 91104

Dear Mr. Goble:

We tested the American Institute for Character Education's Character Curriculum for three years, starting in September 1971.

For the 30 months prior to using this program, our records show that the damage was an estimated $1,888 or $29.30 per month. Damage for a period of 36 months after character education was instituted totaled $170.00 or $4.72 per month.

Teachers, parents, administrators and the children themselves all enjoy and benefit from the program.

Sincerely,

Melitón Lopez
Assistant Superintendent-Curriculum

ML:mg

...CATION

... PRESIDENT • ... VICE PRESIDENT • PETER ... • ... BOARD MEMBER • ... ASSOCIATION MEMBER

... SERVETTER | BUSINESS MANAGER JOHN E. LINN | ASST. SUPT. ADMINISTRATION DR. DOUGLAS E. GILES | ASST. SUPT. PERSONNEL DR. JOHN F. YUGRIN | ASST. SUPT. CURRICULUM DR. MELITON LOPEZ

SCHOOL DISTRICT OF NEW RICHMOND
152 East Fourth Street
NEW RICHMOND, WISCONSIN 54017
"The City Beautiful"

OFFICE OF
ELEMENTARY PRINCIPAL

April 25, 1978

Dr. David Jacobson
President, Institute for Character Education
342 West Woodlawn
San Antonio, Texas 78212

Dear Dr. Jacobson:

The most important aspects in utilizing the Character Education program is the involvement of the staff and their willingness to accept and adopt the philosophy of Freedom's Code. When we in New Richmond because involved in the program we had three classes in one building, five in another building and twenty seven in the third building.

New Richmond is a urban rural community of approximately 4000 population. About sixty percent of the pupils are rural and bussed to school each day. Our K-5 enrollment averages about 850 students. Our only minority students would be three to five per year usually Spanish American or Korean. All others are white Caucasian.

This is generally a middle class area with several large industries and also well developed farms. Being forty miles from St. Paul and Minneapolis, Minnesota we also have a number of transients who move in and out of the district. This was one reason we became involved in the Character Education program.

We were concerned with school break-ins, vandalism, graffiti and especially pupil relationships to one another. We had more minor than groww problems in these areas and were looking for a preventive as well as remedial program. Since adopting the program practically all of these problems have disappeared. There are a few incidents that take place periodically but nothing that wouldn't happen in any school at any given time.

Periodically we need to review the program materials because of personnel changes in our staff. Also as a refresher for regular staff members.

The pupils enjoy the disoussion groups and also making of posters and singing the songs in music class that are part of the program.

I feel the program has been very worthwhile and has helped our pupils and our staff to learn how to live and work with our fellow man.

Yours truly,
SCHOOL DISTRICT OF NEW RICHMOND

D. C. Mayer
Elementary Principal

COAKLEY JUNIOR HIGH SCHOOL
1402 SOUTH SIXTH STREET
HARLINGEN, TEXAS
78550

April 3, 1978

Dr. David Jacobson
President, Institute for Character Education
342 West Woodlawn
San Antonio, Texas 78212

Dear Dr. Jacobson,

In considering the implementation of a character education program, I felt the commitment of the staff was of utmost importance. I arranged for professionals and parents to assume teacher duties in all the classrooms. There were twenty-four classrooms but our professional staff totaled twenty-seven. We drove to Donna, Texas, for one-half day of in-service with members from the San Antonio office.

We received the materials and embarked on an intensive program of character education. I instituted an incentive-reward system at school for the children. During the first six-weeks' period, we gained 276 days of attendance; the number of students referred to the office for discipline dropped from 40 to 50 each week to an average of 1 each day; and graffiti and vandalism disappeared.

In addition to the students acquiring a desirable set of values and practicing them, I was freed from the office caring for discipline problems and investigating vandalism to work in classrooms with teachers and students. The direct result lead to the upgrading of the instructional program.

The effects of this program were far-reaching. At the first PTA meeting held at Crockett after I assumed the principalship, there were 17 teachers, 9 parents and I in attendance. Within two years, we did not have fewer than 150 parents in attendance at each meeting, and as many as 350. Our test scores began to rise and the number of students we were sending to Junior High School at the end of six years greatly increased.

This was a low socio-economic area. We had an enrollment of 710 students, 2 white, 12 black, 696 brown; 12 students did not qualify for free lunch; and approximately 200 were bused in from a rural area.

We had many rewarding experiences as the result of this program. We wrote songs, plays, did art work and planned programs based on the concepts of the Character Education Program.

179-1753

May I wish the best for you and your efforts in this area. It was my pleasure to talk with you and to be asked for this involvement.

Sincerely yours,

Jane Terry

Jane Terry

Note: This narrative describes work done at Crockett Elementary School. This year I have been assigned to a secondary school.

Chairman PERKINS. One question I have. In your statement, you note that the weakness of the bill is its failure to establish performance criteria. Could you elaborate a little on what you feel these criteria ought to be, and should they apply to the teacher of the course, the contents of the courses, or both?

Mr. GOBLE. I think the examples I gave where there was a measurable decrease in vandalism. The schools would report, for example, that there were less fist fights, there were less incidents of stealing. The principals would report less disciplinary problems. These are things which can be measured. I would think in terms of not trying to measure the teacher performance directly, but to have schools try to demonstrate that something was occurring when they were using the program.

As I said, there are programs, which although they are alleged to improve the moral character of the children, there does not seem to be any measurable evidence that they do.

Chairman PERKINS. All right.

Mr. Miller?

Mr. MILLER. Thank you, Mr. Chairman.

That example appears to be, if I read your testimony right, in a single school district in Indianapolis. Is that right?

Mr. GOBLE. Yes, it was tested in four schools in Indianapolis, and the testing was so successful that they went districtwide. It has recently been tested in four schools in Modesto, Calif., and they have just added another eight schools, and as soon as their budget allows, they will have all 22 elementary schools involved.

Mr. MILLER. Do you have any preliminary findings from those?

Mr. GOBLE. Only a letter stating that they are very pleased with the preliminary results.

I should add that Chicago is now doing a major test with 27 school districts, and Dade County, Fla., is also.

Mr. MILLER. You are fairly confident, then, that this teaching in the schools can overcome the barrage of other information that the students receive through the media, or can overcome what they experience in their families?

Mr. GOBLE. We feel that ideally we should impact the family, the school. Incidentally, the parents are involved with the elementary program. So there is some involvement at that level.

Obviously we have problems with the media. We have problems at higher levels of education. I think there is enough evidence to show that a good program, a well constructed program does have an effect even though the other environmental factors might be negative.

Mr. MILLER. Does it also appear to you that this program can, in fact, be replicated in other areas?

Mr. GOBLE. Definitely, because there are enough schools that have succeeded with it to show that it can definitely can be replicated. Yes.

Mr. MILLER. Thank you.

Chairman PERKINS. Mr. Goodling.

Mr. GOODLING. Doctor, I only have one or two questions.

First of all, I don't think that I would have too much trouble, I suppose, in improving the teaching of citizenship in the schools, if I knew exactly what that meant.

I am sure you are aware of the time when we got involved in the so-called MACOS program, and we caught all sorts of flack in the Congress of the United States because it went in so many different directions. The public was not quite ready to accept that kind of thing.

I do have two problems. Every time we seem to get into a conference committee, we are being told that we are not doing the job in this country of teaching the fundamentals, the three R's. We hear that over and over again. I am always amazed when we sit at these conference committees, however. Everybody and his brother has another special subject that we should improve upon, or give more time to, right after they have just condemned the schools for not doing the job on the basic fundamentals. I guess that this is part of my problem here.

This proposal is something else that we might mandate at the Federal level to take away from the things that they are not doing and we think that they should do.

The second problem I have, when you talk about ethics, I have become a little concerned as to whose ethics and what does that really mean. I was really amazed at a program that was funded and done by a professor at Harvard. It was called moral education. I don't know whether ethics and citizenship are involved in moral education.

I was looking at one of these examples he was trying to give these youngsters in junior and senior high schools, examples of problems they would run into in life, and how would they deal with them.

I was just trying to think, as a parent, whether I would want him to be involved in that kind of discussion with my youngster.

This was the problem. There were four children in the family, and the mother and father were in their 30's. The father fell and broke his back. All of a sudden his wife realized that "we had several problems here." First of all, she was in the prime of her life. What about her sex life. Then he listed four or five different things that they could discuss with these children in relationship to this problem.

Now, I think that it is an important problem for that family to discuss because it certainly could cause all sorts of problems within that family. But I am not sure who it is I want in the school system to be teaching that kind of program. That is what I worry about when we talk about principles of citizenship.

It is one thing if we are talking about a civics course, as you and I know a civics course. But then if we get to ethics, I start thinking, does that include my idea of ethics, my idea of morals. That is my problem with this kind of legislation.

Mr. GOBLE. I think that your concern is valid. As I said earlier, there are some programs which we would not endorse, which are controversial, which have no demonstrated ability to improve the behavior and the performance of the child, and the type of thing you are describing, which is sometimes called value clarification.

We have severe doubts that that really is a constructive way to go.

Mr. GOODLING. I think one of my major concerns is that I hate to see the Federal Government get into the business of dictating curriculum. I think that this could be the end of education as we know it in this country, and the success that we have had.

Mr. GOBLE. It is not my understanding of this bill. In this particular bill, I believe it is not the intention to mandate, but rather to assist.

Mr. GOODLING. In anything that we offer, it never starts out in that direction. But for some reason, or other it always ends that way. First of all, there is some Federal money available. So, some innovative, young administrator thinks: "This might be the way to get my school on the map."

I guess we have been burned enough times that I am a little concerned. I have a concern about us encouraging schools to adopt more and more and more programs, while constantly criticizing them for not doing the job with the three R's.

Now, we are even thinking about some national competency examination which, I guess, we in this committee are going to write and send out to the schools. It is supposed to be given to the youngsters. If the youngster does not meet the national competency, he stays in the eighth grade, the ninth, or whatever, until the cows come home.

I just worry about our involvement, particularly when you do not have a good definition of what citizenship, or particularly what ethics means to any teacher or any administrator throughout the United States. It is just a fear that I have.

Mr. GOBLE. Historically, our schools, if you go back 7 or 8 years ago, put a great deal of emphasis here, and it was successful.

Mr. GOODLING. In citizenship.

Mr. GOBLE. And ethics.

Mr. GOODLING. As long as you are defining ethics as citizenship. My problem is that if you don't define it in that light, more citizenship education, as you think about it, could go a long way to probably save States billions of dollars in cleaning up trash along highways. I am all for that kind of citizenship education. But I do worry about this business of ethics because I am not quite sure what that means in your county in relationship to Cumberland County, a county in my district.

Mr. GOBLE. I have a statement here by Dr. Albert Schweitzer which defined ethics as a name we gave to our concern for good behavior. We feel an obligation to consider not only our own personal well-being but also that of others, and of human society as a whole.

He also stated it another way. "What we all know to be the Golden Rule, common to all major religions." I think there are certain basic ethical principles which are, you might say, universal or shared by all religions and all cultures.

The particular program I mentioned was based on a worldwide study of what they called 15 consensus values, and they have not proved to be controversial. They are rather basic and simple, and it has been very successful.

Mr. GOODLING. Just don't get us involved in any more controversial programs. We are having enough trouble now selling the fact to the public that to be an elected official is an honorable thing to be.

I have to go vote. The chairman will be back shortly. You will have to wait until he returns.

[Recess.]

Chairman PERKINS. The committee will be in order.

The next witness is Mrs. Barbara Z. Presseisen, director of the Development Division, Research for Better Schools, Pennsylvania.

Go ahead, and identify yourself for the record.

STATEMENT OF BARBARA Z. PRESSEISEN, DIRECTOR, DEVELOPMENT DIVISION, RESEARCH FOR BETTER SCHOOLS, PENNSYLVANIA

Ms. PRESSEISEN. Thank you, Mr. Perkins, and Mr. Bennett.

I am Dr. Barbara Z. Presseisen, director of the Citizens Education Component at Research for Better Schools in Philadelphia, Pa.

Research for Better Schools is a nonprofit research and development laboratory which is funded to do work in the improvement of school programs in cooperation with the three States that our laboratory serves—Pennsylvania, Delaware, and New Jersey.

I am honored to testify before your subcommittee on behalf of H.R. 123, a bill to provide Federal grants to assist elementary and secondary schools to carry on programs to teach the principles of citizenship and ethics. There is renewed interest in American education today in the socialization of children, and in the concern for preparing our youth to assume roles as responsible adult citizens.

There is a great need to help schools become the centers of learning for the knowledge, skills and attitudes that are required by citizens of a nation organized on principles of democracy, justice, and liberty for all.

First, let me review briefly the history of citizen education in our Republic. At one time, in the public school, citizenship was the major focus of all education. By the 19th century, teaching about citizenship was primarily identified with the social studies, especially the civics class, and as a subject was treated more and more as a limited, special area of study.

In the late 1950's came Sputnik, with an era in education that emphasized science and scientific methods. There was a decline of interest in the socialization process. In fact, some educators questioned whether citizenship was an appropriate subject at all in American schools.

Much has changed since Sputnik, which brings us to education today.

A noted scholar of educational history, Freeman Butts, suggests that Americans must redefine education for citizenship with every national crisis and in terms of the current demands of each new era. He suggests that the United States is undergoing great changes today. Thus, we are looking at our youngsters' education and asking ourselves what will make children of today the effective adult citizens of tomorrow.

There are many stresses and strains in current society that point to the need for specific citizen preparation in our schools.

The assessment of what youngsters know today is most revealing. The National Assessment of Educational Progress tests many areas of learning in American schools, including citizenship and social studies. Their tests have been administered to 9-, 13- and 17-year-old subjects across the Nation. The results of the 1976 testing, compared to scores obtained in 1973, among 13- and 17-year-olds show:

First, a decline in both groups' knowledge of the structure and function of government.

Second, fewer 13-year-olds in 1976 selected freedom of religion as a right guaranteed by the Constitution.

Third, both groups lost ground in their understanding of and willingness to participate in the political process.

Fourth, mixed success was reported on the growth of concern for the well-being and dignity of others, while declines were reported in recognizing and valuing some constitutional rights.

Although these are only a selection of NAEP results, they show there are obviously many areas that schools can work in to help the development of knowledge, skills, and attitudes related to citizenship among the Nation's youth. At the very least, important resources in our country, both human and technological, can be better utilized.

An example of this is evident in recent NAEP scores. Although 97 percent of teenagers have television sets in their homes, only 26 percent at age 13 and 34 percent at age 17 say that they have watched a news program the previous day. Percentages listening to the news on the radio or reading news in the newspapers are similarly low. What they do watch is another question.

There are many other aspects of American society that underline the need for more formal preparation for citizenship. The disenchantment with the political process, and the incumbent withdrawal from social responsibility are serious threats to our social order.

The I don't care syndrome, represented by the increasing apathy of voters in regular elections, is the antithesis of democratic responsibility. For example, this past year, the New York Times reported a drastic drop in the number of people voting in the

November election in New York City, surely a location with many issues and problems for citizens to resolve.

The declining trend of participation is a pattern that can be traced back a quarter of a century, not only in New York, but in New Jersey and Connecticut as well. Quoting the New York Times of January 22, 1979:

> Voter apathy has become so acute that the current Governors of all three states—New York, Connecticut, and New Jersey—were elected with the votes of less than 25 percent of the people eligible to cast ballots—citizens 18 years of age or older.

The disillusionment with elections is paralleled by a distrust of government, and a lack of respect for elected officials, as well as other figures of authority. Increased behavior problems in schools are mirrored by growing crime rates in communities. Some would trace these problems to changing family patterns or impact of television, but the fact remains that social disruption and economic strains of our society take their toll on children and the quality of child development.

Schools are the major institution beyond the home in which both the intellect and the character of youth are molded. In a complex, highly technical and sometimes dehumanized modern society such as ours, schools are the primary centers for gaining experience, developing judgment, and acquiring knowledge about the people and the politics of our country. The schools are a proper setting for the preparation of youth for effective citizenship.

What is happening in schools already in terms of citizen education? I am happy to say that there is a great deal of activity across the entire country. From our educational laboratory in Philadephia, we have been tracking citizen education activity not only in the three states we serve—Delaware, New Jersey, and Pennsylvania—but in the rest of the country as well. At least 46 states of the Union have reported school activities in the area of citizen education.

A national survey completed by Research for Better Schools in Philadelphia in 1977 identified 15 areas of active citizen education among these States. These areas included: law-related education, consumer education, personal development, value skills, school-community education, and economic-political practice.

A more recent survey conducted by our citizen education component last year included global education, environment education, multicultural education, family life and parenting concerns, and analysis of mass media aspects of citizen development. As you can see, the citizen education area is rich in new approaches to society's concerns.

There are many new materials being developed or published to be used in elementary and secondary classrooms across the country for the teaching of citizen education. Traditional approaches to civics and social problems are being augmented by new techniques of instruction or by innovative content.

Interdisciplinary courses are being proposed and activities beyond the individual classroom are being explored. The student council, the extracurricular activities program of a school, and involvement with the local community are now aspects of total school life which can be related to the school's social and political development of youth, in addition to intellectual preparation.

The examination of one's values, decision-making skills, participation, and community involvement are areas touched upon in the new programs. There are many materials and approaches to choose from in these programs.

Research for Better Schools is involved with the States of Delaware, New Jersey, and Pennsylvania in improving their citizen education efforts in elementary and secondary schools. We are assisting these states in their policy planning, assessment and evaluation, program development, and teacher preparation.

Part of our role is helping the states keep abreast of the many opportunities that exist in new citizen education materials and programs, as well as to be familiar with the results of current research.

In making the funds suggested by H.R. 123 available to the Nation's elementary and secondary schools, you will be encouraging American education to take advantage of the many new materials and programs that have recently been developed.

You will help these schools update their approach to citizen preparation, hopefully to incorporate the knowledge of the behavioral and social sciences into their curriculum and instructional methodology.

Funds alone cannot guarantee sound professional practice, for there are risks, too, in innovation. New programs should be realistically planned, and teachers need appropriate preparation.

Local needs—especially in areas concerned with good citizen behavior and sound value orientations—require input from the participant community, and adequate assessment and evaluation measures should be included in any program from the outset.

But in education, as in energy and aeronautics, you cannot prepare citizens for the space age era without providing the means to update their equipment.

In terms of the recent "back-to-basics" movement in education, there is nothing more essential than citizenship, and in citizen education, knowledge, skills, and attitudes are the basic elements or outcomes of instruction.

H.R. 123 is a beginning of such a modernization program for our Nation's elementary and secondary schools. I heartily support your efforts on this bill.

Thank you.

Chairman PERKINS. Your testimony has been most interesting. But I notice that you focus on the citizenship component, and happen to be silent on the other component, the ethics component.

How do you feel about the ethics component? Do you know of any instances—I will put two questions in one—where the ethics is being tried out in the private and public schools today?

Ms. PRESSEISEN. My answer to your first question is that in one sense I did not use the term "ethics," but you will note that when I talked about citizen education, I did speak about attitudes.

As an educator, and as a person who believes in the importance of sound research and evaluation, I can see a school system tracking attitude development. There are sound measures for it, and there are means and methodologies related to it.

I, too, am sharing Mr. Goodling's concern for the history of the teaching of the social studies and social sciences, and it was, of course, a very grave value orientation that we have gone through with the program that that he talked about before. I think that there is a component, there is no question, in citizen education for sound attitude development.

There is research, and there are programs that deal with the development of sound attitudes that have to do with a democratic society. They are in existence, and there are data available from them. Whether I would call them ethics, or principles of belief, I would prefer their being sounded out as called attitudes, where you can use proven methodology for tracking them, and proper and appropriate means for establishing them.

In our experience with the programs that we have in operation in the three States, we have six junior high school programs that are going on in specific schools. Much of what the committees and the schools, which are composed of the administrators, teachers, parents and community people, and students, want to build into their program, you and I might call ethical practices, or ethical beliefs. But we are trying to help those schools to determine exactly what is the basis for the ethic involved. Is it representative of the group that is represented in the school community?

We are trying to help them get to indicators of behavior which in sound educational measurement can be tracked. We tend to use behaviors and attitudes as opposed to ethics. It is unquestionable that the people involved start with ethical principles. They want respect for property in the school. They want to keep the violence and the vandalism going down, declining.

We have to ask them, in terms of performance, what would be indicators of those actions, or those practices that we can build into a sound school program and that we can measure and find out what happens with them, in terms of how children feel about it, what they do about it, and what lasts with them after they leave our program, and go on to other schools or out into the community.

So I think in answer to your first point, Mr. Perkins, I would not say that we are not concerned with ethics. But in terms of sound educational practice, you have to ask what is professionally adequate and correct in terms of principles of pedagogy and curriculum development and instruction, and that is what you build into a program.

Hopefully we will see, as the end result, better ethical behavior. That is down the line in terms of putting the program into practice, and preparing the school system for delivering it.

Chairman PERKINS. Mr. Goodling.

Mr. GOODLING. I have a couple of questions.

For the last, perhaps, 4 or 5 years, it seems to me, NIE was funding you folks in the area of moral value education. I notice last year that has been changed to citizenship education.

Did the content change, or just the name; and why the change in the name?

Ms. PRESSEISEN. The earlier interest in moral and value education, or moral and citizenship ethics, that particular program, which was curriculum development in the early 1970's and actually

had as an output a curricular package for junior high schools, in one case, and some materials for other classroom activites, in another case, those curriculum development projects came to an end.

The staff that was involved, and the interest in the area was carried over into citizen education, which also included people with experience coming out of social studies curriculum—the more traditional geography, history, anthropology, et cetera.

The new citizen education component which is now 2 years—going under its second full year of funding under NIE, is the component which is concerned with the larger question of citizenship, not just any values orientation, or studies about values, such as the programs that Mr. Perkins asked about.

It is really looking at a much larger area that includes the knowledge, skills and attitudes of good citizenship for responsible behavior, and is incorporating many more areas into it in terms of content areas. The areas are noted in my statement.

This is primarily not for curriculum development purposes, but for school improvement purposes, working with the three States that we serve, bringing together the focus they have in their curriculum, for instance, of the social studies in the larger school perspective such as the question of the governance of the school, classroom management, teacher certification.

It is working at the statewide level as well as program research level in specific school sites.

I think, in answer to your question, Mr. Goodling, some of the interest, and background, and experience that RBS had in moral citizen values in the earlier program has been carried over, but with other interests as well, in to the focus on citizen education which it has today, which is a larger area.

It covers more topic areas, and it covers more examplars of conduct in the school population.

Mr. GOODLING. Last year, as I remember, Research for Better Schools brought a piece of legislation to the Hill, dealing, I think, with citizenship education. I did not get involved in that, but I do know that the ranking member at that time had a lot of problems with that.

Do you see a difference between what was presented last year, and this new piece of legislation?

Ms. PRESSEISEN. I should distinguish, if I am correct, the laboratory itself was not directly related with that legislation. A member of our staff was, and continues to be interested in that legislation. But it is not primarily the laboratory's interest.

We have been following that in terms of activities that are going on with that bill, and we are certainly interested, from the point of view that we feel that citizen education is an important area to be looked into by the Government and, hopefully, in terms of influencing schools.

But I think I would draw a distinction between the laboratory's formal role on that bill, and what has taken place. I would say that we would like to see the work that is being proposed, and we would be glad to discuss it or raise issues. But formally speaking, we, as a laboratory, have not been involved in that. We are interested in the

area, however, and concerns of legislation in funding it, particularly in terms of the questions for quality, of being able to install such programs, to monitor them appropriately through the State agencies that they come through.

That is what our question is, in fact: What role could we play with our States that we are working with, to give them a better program development in their State for their own ends, and what can we learn from our own site research that could possibly suggest models of implementation, or what are the problems of implementation that, hopefully, someone will resolve without everyone to discover them on their own.

Mr. GOODLING. As I indicated, I don't really have that much trouble with citizenship education, if I know exactly what citizenship education is. Everyone understands what it is. I do have a problem with the ethics education. As an administrator for many, many years, I never got too many calls about how well or how poorly reading, writing and arithmetic were taught. But, any time I had opinionated teachers who taught—I had a POD teacher, for instance, who taught republicanism. He did not teach problems of democracy. It probably was not too bad in that district because it was a totally Democratic district. At least the youngsters heard both sides. But those are the kinds of things with which I always ran into problems. The teachers became opinionated on their ideas of morals, their ideas of ethics, et cetera. Then you run into a real family problem.

Ms. PRESSEISEN. I think that the area is an area in which you can get controversy. There is professional responsibility involved in any teacher's work, but particularly if you are going to be in the position of the POD teacher, or the civics teachers and interpreting current history to your students in your own particular interpretation.

I think that this is where sound professional practice must come forth, and in particular the area should be sensitive to what has been lived through by many teachers in social studies for a long time. There is a basic knowledge of what sound practice is and representing the many sides of an issue in what you are teaching to youngsters, which is you want them to learn how to think well. You must represent that in your classroom with sound practices of inquiry and locating resources and so on.

So it is not indoctrination that I should hope your bill is going after in terms of providing citizenship, but rather sound inquiry and questioning, and finding answers, and resolving issues from all the sources of information that can be tapped. How to teach that effectively in the classroom is a professional matter, and one upon which there is a great deal of literature and practice that can be tapped.

Part of the problem is bringing that information to the professional educators who are very busy trying to figure what do you do with those 35 or 40 youngsters Monday morning.

Mr. GOODLING. I can only remember that I supervised an awful lot of teachers that I would not want in the business of teaching ethics education to my children, I suppose. That causes a real concern.

Ms. PRESSEISEN. There is nothing to say against the teacher examining the teachers' values at the same time that one teaches the course. It could be very enlightening.

Chairman PERKINS. Did you ever teach before you became research director?

Ms. PRESSEISEN. Senior high school, in which case I did teach American Government, economics, geography, world affairs, world cultures. I have done some part-time teaching in junior high schools, and supervised programs in elementary and junior high schools, supervised student teachers in the field in a number of subject areas, including American history, world history, and government and psychology.

Chairman PERKINS. Thank you very much. We appreciate your appearance.

Our next witness is Ms. Mary Ann Kirk, executive director, Center for Citizen Education here in Washington, D.C.

Go ahead, Ms. Kirk.

STATEMENT OF MARY ANN KIRK, VICE CHAIRWOMAN, VALUES EDUCATION COMMISSION OF MARYLAND

Ms. KIRK. My name is Mary Ann Kirk. I am executive director of the Center for Citizenship Education, but I am here as vice chairwoman of the first Values Education Commission in America.

This commission was established by the General Assembly of Maryland. It was appointed by the Governor. Its purpose is to assess what is going on in our State in values, citizenship education, and as a result of these findings to make recommendations toward implementation.

I am here to make a case for citizenship education, and I would like to begin by saying that: How is it possible that a young person can grow up in this country, and not think he has anything to lose if he robs a bank?

How is it possible that our young people can know what they can get out of the system, but not know what they must give in return. And how can the responsibilities of true ownership in one's country exist if either of these two are absent?

A young man recently appeared before a Federal Grand Jury on which I am serving, facing a 25-year sentence for bank robbery. Twenty-five years old and no previous criminal record. "Why," we all asked, "did you do it?" His answer: "I needed the money, and I didn't think I had anything to lose." "Nothing to lose," he said, with tears streaming down his face as he thought about the 25 years away from his family in prison.

"Nothing to lose!" How can we graduate or bring up a citizen in this country from our educational institutions, and they think that they have nothing to lose if they rob a bank. I wept for him, too, and so should we all. But for how long shall we weep until we seriously help him and others like him in America today?

My home was burned recently by arson, less than 3 weeks ago. So I have been living in a hotel. I have been looking for places to live. A very startling thing has come to my attention, when I am looking for a place to live. We are building places surrounded by

fortresses. The best place to live is the best place with the best security.

So as I drive up looking for an apartment, until I rebuild my home, I go by a guard, then I go into an apartment building. I am being watched on television. Everything is a precaution for security. Is that the trend in America today, I ask myself, that we go from lock to lock, to lock?

We have a Statue of Liberty on the east coast. May we now erect on the west coast, either physically or symbolically, another statue, the statue of responsibility, in order to remind America in between the two statues that we have no rights in this country without corresponding duties.

These words are part of an address by Bishop Fulton J. Sheen that he gave on Honor America Day, which is July 4 in this country, at the Lincoln Memorial.

In order to remind America, in order to reinstill the sense of belonging and pride, of dedication and responsibility of our young people, there needs to be programs of education in our schools and communities. No one sings with his heart, "This Land Is My Land, This Land Is Your Land," who has not been carefully taught.

For many today, the positive of American seems remote and unrelated to the sometimes brutally difficult world in which we live. Inflation gnaws at the well-being of all of us; unemployment is like an ugly beast which has caught some of us and threatens others; so also is street crime and vandalism. Our politicians have disappointed us, and when we lift our eyes beyond our national neighborhood, the uncertain stability within and among nations conjures up frightening possibilities.

Many Americans, in this post-Vietnam, post-Watergate era, have become very self-critical about the wrong ways in which American power has been exercised and it is not fashionable to speak with any regard of the military contributions to freedom, or the self-sacrifice of most of our great politicians, or the technological benefits to society.

I was at the Holocaust commemoration at noon today, and President Carter said that he asked the people of the United States to observe this solemn anniversary of the liberation of Dachau with appropriate study, prayers, and commemorative as a tribute to the spirit of freedom, justice and compassion which Americans fought to preserve. So our military contribution is a very thing, indeed, and is not to be criticized.

What should never be forgotten and what should always be emphasized is the passionate and effective reality of our country's belief in freedom, and what we have done to bring it to others. We need to pause and marvel at the process by which millions of Americans whose ancestors were enslaved have been given full civil rights and are being given full economic opportunities.

All minority groups have been admitted to the feast of democracy —it is the golden thread that runs throughout our history, and it is witnessed by the ethnic richness of American life. It is the most positive side of America that we strive always to represent the best of democracy, and we continue to grow positively by so doing.

Yes, we must pause and marvel, but we must also continue to interweave the principles of democracy throughout the lives of our young people now and in the years to come.

This can be done through well thought out programs of education in the schools and among parents to engender a positive, caring attitude toward one's self, one's nation and society. It is possible to have programs in citizenship education that reach out beyond specific courses in government and civics, courses that include those disciplines that contribute to the personal development which is so essential to citizenship in American society, and motivate students to be good citizens.

Most educational programs in American schools neglect personal development. Yet of what utility are increased knowledge and intellectual skills if their possessors lack the self-knowledge, the ego, and commitment to act on their own convictions in constructive ways?

Many of our young people have become alienated in our rapidly changing society because they simply lack the essential self-esteem to participate. You gain self-esteem through achievement, but who can achieve at our hour of life that is achievement unless stumbling blocks are removed? These are different for different people, and have to be addressed accordingly.

Unless we achieve, unless we can react out with something of value to give, how can we be motivated to participate in constructive ways in society? When we participate, it means that we are included. To be included means that we are cared about, that we are respected for what we are and for what we can do. Because we are cared about, we reciprocate. We care. Then, this country really becomes ours.

We are then proud to belong to it, and we seek to behave in ways that contribute to its well-being and not just our own.

Citizenship education includes people in their role as unique human beings in their role of good citizenship. It teaches principles applied in context to life. It is a unique kind of affirmative action where teachers can be trained in the how to really look at the individual and teach the principles of success, so that a student who has not achieved significantly is not always doomed to failure.

Jesse Jackson calls it compassionate education. W. Clement Stone's philosophy is that you must let the individual know that he is important by helping to reveal his riches to himself. Abraham Maslow says that "what a man can be, he must be!" and "that either people do fine and good things and feel good about themselves, or they do contemptible things and feel despicable."

Is there a more important goal for the future of democratic society than to teach our young people the way that our democratic principles can be applied in their own lives, and thus motivate them toward ethical, caring, responsible citizenship that not only makes for a better America and a better world, but will ultimately insure the survival of our planet.

My testimony today reflects my work on the Education Committee of Religious Heritage of America, a group of distinguished leaders from throughout America who sponsored a program called rediscover America. This program sought ways to help America

become more honest, have more integrity and encourage more caring for others.

One of the ways resulted in the first Values Education Commission in America. The 24-man commission, appointed by the Governor, was established by the General Assembly of Maryland through the efforts of Senator Lawrence Levitan and the Honorable Eugene Zander, both of Montgomery County, Md.

It is composed of respected leaders in ethical and religious scholarship, public and private education, business, industry, communications, sports, law, government and politics. Its principal aim is the consideration of how educational institutions can play a greater role in the development of personal ethics and the reaffirmation, updating and clarification of the values inherent in a democracy.

One of the first acts of the commission was to establish that there was nothing in court decisions that would preclude the teaching of ethical content. It has been made equally clear that the schools have both the right and the duty to instill into the mind of pupils those moral principles which are so necessary to a well-ordered society.

This information will be disseminated to all our schools in Maryland so teachers can feel a certain legitimacy in their teaching of ethics and values.

Our second act has been to divide our State into six regions for the purpose of going out into the State to assess what is or is not happening to teach the values of good citizenship.

We will investigate what is going on in the schools that is contrary to the standards of democracy, and how extensively the total disregard for property is. We will look into interpersonal relations within the school and the failure to enforce the law therein.

We will try to determine what kind of leadership is needed to bring about good discipline in the school. We will ask questions of school principals like: If you could structure the school the way you would want to deal with current problems, how would you do it?

What would you need in terms of additional guidelines from your school board? What do you need from your staff? Do you need additional powers? How can the principles of good behavior, good citizenship be enforced, and not just talked about?

In this way, we would hope to come up with a structure, so that our schools could be organized to teach good citizenship.

The commission is an important mechanism to deal with the views of citizens in the State that have various interests in order to define and guide State policy in citizenship education. In this way, scholars with expertise in citizenship education, administrators, teachers, students and lay citizens, representatives of various professions and occupations can be brought together very effectively in a forum which will help bring about a consensus that will command public acceptance and support.

It is important in an area like citizenship education that wide representation be achieved and reflected in State policy. So we have taken an important first step in Maryland.

The bill today provides for grants to States to assist schools to carry on programs to teach the principles of citizenship and ethics,

and we need that. However, on April 4, 1979, Mr. Bennett introduced another bill with the Honorable Carl Perkins called Education for Responsible Citizenship Act, H.R. 3443, and it provides for state grants also.

It also provides guidelines for development of model programs and I think that is of utmost importance. For in this way citizenship education can grow to be structured strong and responsive to each and everyone of us in the beautiful kaleidoscope that represents the diversity which is the strength of America.

Also, I understand that Senator Jennings Randolph intends to introduce a like bill in the Senate, which has the added provision that States will match moneys for grants in citizenship education. This is important to insure ownership in the program, and a continuing interest in implementation.

So while I give testimony to support monetary help to the State to implement citizenship education, at the same time, I urge support for Mr. Bennett's broader and more comprehensive bill, H.R. 3443.

Chairman PERKINS. Let me ask you a question. Do you know now of any States that prohibit the teaching of either ethics or citizenship?

Ms. KIRK. Not to my knowledge, sir.

Chairman PERKINS. Let me thank you very much for your excellent testimony.

The next witness is Mr. Ivan Hill, president of the Ethics Research Center, American View Point, Inc., Washington.

Come around, Mr. Hill. Without objection, your statement will be inserted in the record, and you can proceed in any manner that you prefer.

STATEMENT OF IVAN HILL, PRESIDENT ETHICS RESEARCH CENTER, AMERICAN VIEWPOINT, INC.

Mr. HILL. Mr. Chairman, American Viewpoint is a 57-year-old, nonpartisan, nonsectarian, nonprofit educational corporation, originally created to foster good citizenship in the United States.

As one who has labored many years to strengthen the ethical underpinnings of our society, I welcome any effort that will serve to foster this goal. That is why I speak now in reference to the bill under consideration here today.

Further, I have long admired your colleague, Congressman Charles Bennett, for his devotion to better ethics. Therefore, I am especially glad to have this opportunity. I do not appear as one from the church, or from the field of education. I have been a businessman, an entrepreneur who has enjoyed and benefitted from living and working in a country that has provided economic and political freedom and an environment that has permitted a human being to achieve a fair measure of one's human potential.

For 6 years I have served as the full-time, nonpaid president of American Viewpoint, Inc., an organization founded 57 years ago by a group of outstanding educators for the purpose of promoting good citizenship. For several years preceding my presidency, the organization was relatively inactive due to the failing health and advancing age of my predecessor.

Since I joined American Viewpoint, we have concentrated all our efforts on the task of restigmatizing dishonesty, and improving ethics in America, trying to keep America honest enough to stay free.

Perhaps the decade of the 1960's will be remembered as the period when ethics was born anew, along with accelerating decay. We saw new life being formed as is often true in nature. It was a time when there was an ever-increasing amount of talks about ethics on television programs, and in newspaper headlines.

The expanding discussion was punctuated by some soul-searching issues—the confrontation with Russia in the Cuban missile crisis, civil rights, Vietnam, and men on the moon. The events of the sixties nurtured a mood of introspection and meditation. We wondered what was real, what was right, and what would come next. Then came Watergate.

Watergate in itself, with all its tragedy and trauma, was simply a manifestation of the mores of our society. It was the opening of the Watergate door that allowed us to see the magnification of the flaws in the ethical framework that holds together our democratic system.

But Watergate also showed the strength of the foundation built for us by those who founded this country. Wonderfully, we have not lost faith in our democratic institutions, in the freedom or in the structure of our private enterprise system. But many, very many citizens have lost faith in the way in which the system is implemented.

Throughout America there is a ferment of discontent about the lack of ethics, the lowering of moral standards and the widespread vulgarization of our national culture.

Because our organization is solely devoted to the task of strengthening the ethical underpinnings of the United States, we have received thousands of letters and phone calls about ethics. We have wondered if the people who wrote or called us just happened to have had a rather clear concept of the practical meaning of ethics, or did they represent the public generally.

To find out, we conducted a survey among a random sample of persons old and young, with different incomes, of different ethnic backgrounds and occupations. We found that the TV commentators and newspaper reporters have been correct in assuming that almost everyone understands what they are talking about when they discuss ethics.

Doubtless the media has greatly aided the public in its understanding of ethics. Eighty-six percent of all persons interviewed associated ethics with rules and standards, morals, right and wrong, values and honesty.

Interestingly, however, we found that most people do not consider lying as dishonest. The dishonesty begins at the level of stealing in this society today, based on the interviews that we have made.

The significant point in this is that while almost everyone knows what the word ethics means, very few understand the direct relationship between the ethical and moral strength of a society and its ability to remain economically and politically free.

Several years ago, in one of Britain's more critical moments, a Member of Parliament stated that "a society which runs on a system that makes no effort to come to terms with morality will always be unsatisfactory and become unmanageable." Britain has had some difficult problems, but look at America now!

How long can we survive in freedom and do so little to stop the erosion of faith in government, in business, in the professions, in education, and even in the church?

Thomas Paine, whose Common Sense essays contributed so much to inspiring the men and women who won the American Revolution, once said that a long habit of thinking a thing wrong, gives it a superficial appearance of being right. So it is today with our increasing toleration of dishonesty, sleazy ethics, graft, shoplifting, embezzlement, bribery, kickbacks, vandalism, arson, and the corruption that flows from the bigness and power of organized crime. The art of compromise and willingness to go along seems to have destroyed our capacity for convictions.

There are many who speak loudly and often about how much they love free enterprise, our private enterprise economy. But don't they know that implicit concept of capitalism is a high degree of honesty and mutual trust?

Yes, they do know this, but only a few have had the courage and the independence to stand up, to speak out and to act to demand honesty, especially have they failed to demand honesty and responsibility from their peers.

Some of our young businessmen already believe that they cannot meet their goals, hit their sales and profit targets without being dishonest. We must understand and accept honesty as a basic working social principle.

Honesty at all levels of business can contribute to efficiency, increase the rate of productivity, and strengthen the concept of "profits in perpetuity." For the individual, we must make being honest the socially and culturally safe way to be, the in thing, maybe even fashionable. We must break the prison of peer group pressure at the public level.

Man cannot derive, however, all of his values from the normatives of his society. Nor should we expect any society to remain free if technology imposes the cooperation and order while greed and corruption usurp law.

One of the basic philosophical reasons for increasing importance of ethics is that we are too rapidly passing out of that world where mankind did not understand and therefore feared the forces of nature, and into a scientific world where we do not understand man and his purposes and we fear the forces of man.

Those who respect technology and understand its enormous potential for good must hasten to pass the word that dishonesty will pervert and destroy science. Truth is basic to science. The more scientific we become, the more automated, the greater the need for the ethical man, one who is responsible and accountable, who is not only concerned with our own good behavior but with the welfare of others and of mankind as a whole.

There are those who say we are at peace, that we are fighting no wars anywhere. That seeems to be true. But we are actually being

attacked by a powerful and insidious enemy that is ripping off the very foundations of our country. We should be at war against the lousy ethics, the corruption and crime that can take away our freedom, our personal liberties, easier and quicker than any external enemy.

A people that loses faith in its government, its business, its schools and churches, will soon lose faith in one another. Under such conditions, aggravated by the inherent dishonesty in continuing inflation, it will be difficult to avoid considerable centralization in government control.

Too many of our leaders are deliberately, carelessly, or ignorantly failing to recognize that as an economy expands and as technology advances, the need for better ethics increases exponentially. It is not a question of whether or not we are as honest and ethical as we used to be. The more complex and interdependent a social system becomes, the more we have to cooperate with, to trust, and to depend upon one another.

To survive as a free society, we must be far more ethical than we ever thought we could be. If capitalism is to survive, it must be ethicalized.

Thank you.

Chairman PERKINS. You state in your testimony that most people understand what the whole area of ethics encompasses. However, do you feel that there is enough agreement within the country about what these values ought to be for the States to come up with courses that will be acceptable?

Mr. HILL. In the first place, I think we should consider that it may be time for us to reconceive the whole idea of value teaching in this country. We have analyzed the major systems, and the materials that are most popularly used. We think that ethics is more of a science.

Ethics is a matter of cooperation and sharing, and survival. The anthropologists are now favoring that point as a way for man to survive. The leading anthropologists say that is the way man became man. It was not by assertiveness, or survival of the fittest, but by the cooperation and sharing.

So I think those are the principles.

Chairman PERKINS. Do you feel that the approach that is taken in the Bennett bill should be pursued, and passed in the Congress of the United States?

Mr. HILL. My belief is this. Whatever may be the various differences of opinion as to what ethics is, or is not, how it should be taught, or how it should not be taught, this country so desperately needs to have the attention focused on the problems of values that this bill, if it represented only a beginning, would warrant the support of everyone in the Congress.

My feeling that if you implement it in the way that Congressman Bennett has indicated, by going into one or two States and also sharing the benefits of other organizations, the Research for Better Schools in Philadelphia, or Mr. Goble, those, there is plenty that can be done right now, and there is much that should be done, and should be done very quickly.

Chairman PERKINS. Thank you very much. You have made an excellent witness.

The next witness is Mr. Owen V. Frisby, vice president, Government Relations Office, Chase Manhattan Bank.

We are delighted to hear from you, and welcome you here, Mr. Frisby. You may proceed in any manner you prefer. Without objection, your prepared statement will be inserted in the record. Go ahead.

[The prepared statement of Mr. Frisby follows:]

April 18, 1979

STATEMENT BY OWEN V.FRISBY
VICE PRESIDENT, THE CHASE MANHATTAN BANK, N.A.
Before the
Subcommittee on Elementary, Secondary & Vocational Education
of the
COMMITTEE ON EDUCATION AND LABOR
U. S. HOUSE OF REPRESENTATIVES
on H.R. 123

Tuesday, April 24, 1979

. . . . . .

My name is Owen V. Frisby. For a number of years I have been vice president in charge of the Washington Office of The Chase Manhattan Bank. My statement today is as an individual and does not necessarily reflect the views of the Bank. On the other hand, it should also be noted that our senior management has publicly taken a a position on the need to strengthen the ethical underpinnings of America and Chase was one of the first corporations to formalize and announce a strong code of ethics for its officers and employees.

For a number of years I have had the pleasure of knowing and talking with various Members of Congress, including the author of the legislation before this subcommittee, Congressman Charles Bennett of Florida. When he first introduced legislation to provide a modest amount of federal funds to be used by the states to explore ways of adding materials and programs dealing with honesty and ethics to the curriculum of the public schools, the situation among our young people in the nation with respect to deteriorating ethics was serious. Since then the situation has grown considerably worse.

In an article which I was asked to write by the publisher of SUCCESS UNLIMITED magazine, Mr. W. Clement Stone, I mentioned that:

. . . . . $40 billion a year or more is being lost to white collar crime;

. . . . . there is $500 million a year in physical damage and thievery by students and vandals to our classrooms;

. . . . . there is a significant increase per capita in crimes against property;

. . . . . there is a large increase in the use of drugs and alcohol among young prople, along with a number of cheating scandals.

Since then, a great public service was performed on March 18th of this year by the producers of CBS's "60 Minutes" in showing a segment which graphically portrayed the large number of physical assaults against

teachers by students throughout the country. According to the transcript of the program, each year more than 60,000 teachers are assaulted, thousands more are threatened with guns, knives, chains and bare fists. The program went on to mention that these figures were probably low because teachers in many schools do not even report many additional incidents. The program concluded on a somber note showing the actual funeral of a teacher who had been killed in the classroom.

In a column in the CHICAGO TRIBUNE several years ago, Harold Blake Walker made the following observations:

> "We are disposed to think naively that our ethical inhibitions thwart the possibilities of self-satisfaction. And we conclude that if we could learn to defend ourselves against the demands of conscience by deifying ourselves, life would be a song. Seeking only private self-realization, we can avoid the demands of the world and smother the summons of conscience."

> "In many ways the new therapies of self-realization are a revival of the ancient philosophy of hedonism, which holds that pleasure is the principal good and should be the aim of all action. The private self is the arbiter of behavior, and the only evil is that which thwarts the pleasure of the self. Unfortunately, the doctrine obscures all ethical responsibility and all sense of community."
>
> "It was Robert Browning who remarked perceptively that 'man seeks only his own good at the whole world's cost'. He might have added that man seeks only his own good at his own cost, too. The life that is committed only to the demands of the self leads to self-hatred, not to self-fulfillment. The quest for private self-realization that excludes other concern and ethical values results not in happiness but in misery."

In a broader sense what we have seen in the past few decades is a significant deterioration in the delivery systems that used to channel values from one generation to another. When our country was founded and we still had the little red schoolhouse, the textbooks in our public schools carried a large amount of value-oriented material and stressed patriotism, the Golden Rule, having regard for

other people, and heroes in American society. Up until the past decade the McGuffey Reader was another manifestation of these wholesome shared values of our society. But in recent years the school books and curriculum have been systematically shorn of these kinds of materials and concepts and a moral and ethical neutralism or agnosticism has been invoked.

Whereas peer pressure had traditionally been directed against the few who might cheat on exams or steal from the local market, in many of our schools today the peer pressure has been reversed--and the majority of our students either feel that cheating and lying are justified, or at least feel they should look the other way when someone else does it. Heroes have frequently

been debunked, patriotism is slyly ridiculed, and respect for our institutions gradually undermined.

Another of our traditional delivery systems for values has been the family. Although there is still a good deal of important values transmitted from fathers and mothers to their children, the family itself has been greatly weakened by major increases in divorce, working mothers who leave their children in whole or in part to fend for themselves, and traveling fathers who increasingly are away from home. In addition, the family dinner table which had traditionally been a bulwark for sharing inspiration, instruction and guidance and for family cohesion, it has been frequently torn asunder by the absence of working parents, the desire to

eat quickly in order to watch the evening news on television, or a number of other diversions which reduce the amount of time available between fathers and mothers and their sons and daughters.

Since our culture is structured to produce less emphasis on ethics, honesty and doing the right thing, the watchword now is frequently "do your own thing--and the heck with everybody else". In this atmosphere and with the lack of reinforcement in the schools and in the family, we have had a tremendous increase in drug addiction, alcoholism, and in the number of young people who feel confused and lost as to the purpose of their life, with the loss of meaningful values and guideposts for measuring their conduct.

Another manifestation of this situation is the alarming increase among young people in joining cults. What happened in Jonestown sent shock waves throughout the whole nation and perhaps will encourage parents and children alike to examine the implications of joining a cult, and why young people feel driven into such extreme action.

Perhaps we could learn something from other societies around the world, including Japan. A recent article in the DETROIT NEWS pointed out that in Japan they only have 1.8 murders per 100,000 people, while in America we have 8.8. In Japan there are 1.8 robberies per 100,000 population, and in America we have 187.

In Japan there is a higher priority on teaching values in the schools; there is a family cohesion which serves as a deterrent to anti-social behavior because of the stigma attached to all members of the family. The article also points out that even business leaders of companies in Japan will frequently publicly apologize for the misconduct of an employee of their company. Cooperation between business, labor and the government is at a premium; citizens work with the police in uncovering criminal behavior, and acting illegally or unethically is out of step with the cultural norm in Japan.

What we need in America--which can partly be done through the schools-- is a restigmatizing of dishonesty as a cultural norm and to again make it popular, particularly among young people, to be honest, ethical,

patriotic and to have a regard for others. We need to encourage young people to stand up for what is right, even if they have to stand alone among their friends and peers at school. Without materials in the curriculum and much more emphasis on character building in the classroom and in our homes, we will not produce as many future leaders as we need to solve the enormous number of problems that will face the next generation.

It is true that we have a large number of young people who are honest, ethical and do follow the Golden Rule; they do not lie, do not cheat and do not steal. But in our highly interdependent technological society we cannot continue to maintain political and economic freedom unless a large majority of our young people and citizens generally are honest. Political and economic

freedom presupposes a high degree of honesty for such a system to survive.

In conclusion, what is important is not the precise number of dollars or the exact mechanism that may be suggested in this legislation or in any other legislation or private sector programs that may attempt to deal with this problem in our schools. What IS vitally important is that the broad deterioration in our ethical base of conduct be reversed and that we share with our young people in practical ways our values, a better explanation of the social utility of our free society, and the importance to them and to our nation of the Golden Rule of being honest and ethical, and having regard for others.

The benefits of such an effort in the schools, in our homes and in the media would certainly be vast. It would mean less crime, less drug addiction, less alcoholism, less violence in the classroom; less cheating on exams, less inflation because of a reduction in retail theft; more productivity, and a much happier society.

Though long overdue, the Members of this subcommittee are to be congratulated for putting this subject on the agenda of the Congress and the nation. It is hoped that the Congress, the private sector, enlightened leaders in our educational establishment, and the media can work together to more successfully address this massive national problem.

I would like to conclude by quoting from a speech which one of the other witnesses, Ivan Hill, president of American Viewpoint, Inc., delivered on September 23, 1974 in Williamsburg, Virginia:

> "We must make mass media efforts to achieve a consensual validation within the public at large that honesty is safe, selfish and very practical. It's urgent. Many people are really afraid to be forthright and honest. It leaves them defenseless and open to arrows of criticism. They become evasive and evasiveness soon develops into dishonesty. This is unintentional; it's an environmental response.
>
> "Doubltess, much good work has been done in the behavorial sciences and in the humanities. But our schools, our educators, our foundations may be spending too much time and too many billions in the esoteric areas of the arts and humanities and not nearly enough on ethics and values, on the morality that gives meaning and purpose to all education--to life itself. I am afraid that too many of our educational leaders have not only overlooked the transcendental basis but also the scientific basis for the Golden Rule. And while the faculties of our universities demand to be academically free, they seem to forget that back of anyone's individual freedom must be a free society."

. . . . . .

Report Cites Moral Deterioration on Nation's Campuses

By Diane Brockett
Washington Star Staff Writer

The nation's colleges are afflicted by an ethical crisis with symptoms including student cheating, vandalism and theft, faculty inflation of grades and dishonest advertising by institutions seeking students.

That assessment of the moral unhealthiness of college campuses was made in a new study issued today by the Carnegie Council on Policy Studies in Higher Education, a prestigious private group supported by the Carnegie Foundation.

The council study also warns that unless corrective actions are taken now the ethical crisis will worsen, as colleges and universities conduct a "frantic search" for new students from a diminishing pool of college-aged persons.

THE ETHICAL problems, which the council said are present at most institutions, include:

- A significant and increasing frequency of cheating by students.
- Student theft and destruction of university property.
- Inflation of grades by faculty members.
- Substantial misuse of student financial aid.
- Granting of academic credit for insufficient and inadequate work.
- Dishonest advertising by institutions seeking students.

The council said it is concerned that these abuses "may indicate a larger and more deep-seated problem: a general loss of self-confidence and . . . mutual trust (between institutions and students), and a general decline in integrity of conduct on campus."

While some colleges have begun dealing with their problems, most "have generally tended to be lax in punishing students for academic dishonesty," the council said, probably due to the "desperate enrollment straits of many colleges and fear of liability or lengthy legal entanglements."

COMMONPLACE instances of academic dishonesty cited by the council included outright cheating by students and theft and destruction of materials at school libraries.

Students often artificially increase their grade point averages by over-enrolling in courses and then dropping those in which they do the poorest, the council said.

A 1976 Carnegie survey, cited in the report, found that 8.6 percent of undergraduates said cheating was necessary to get the grades they want, up from 7.5 percent in 1969. For graduate students, the figure rose from 5.4 percent in 1969 to 9.3 percent in 1976.

Johns Hopkins, for example, found that 30 percent of its undergraduates had cheated in some way by the time they graduated, and has dropped a 68-year-old honor code system. At Am-

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The Washington Star

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ETHICS

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herst College the percentage of cheaters was even higher — 42 percent.

Eighty percent of institutions in the Carnegie survey reported mutilation of periodicals a serious problem. Princeton University indicating articles on aspirin were torn out of 100 journals. Claremont College reported 15,000 volumes missing in 20 years and Tufts University that 8 percent of its library books disappear annually.

TO STOP the further deterioration of campus ethics, the council, which is supported by the Carnegie Foundation, recommended that institutions attack specific abuses.

Potential students can protect themselves from institutional claims by becoming better informed about what is actually offered before enrolling. Regional accrediting agencies should become more thorough watchdogs and make public their findings of bad practices, the council said.

State governments should drop their hands-off policies and "assume primary responsibility for education within their boundaries," setting minimum standards and screening out "clearly inferior programs offered by non-accredited" institutions, the council continued. And the federal government should more closely review requests for U.S. Office of Education recognition by accrediting institutions, the council said.

On the plus side, the council said that higher education "has made positive contributions to ethical conduct." The council commended colleges for "greatly expanding equality of opportunity" for blacks, women and the poor, providing a forum for national issues, such as civil rights and the Vietnam War, and serving students in such a way that most of them are satisfied with the institutions they attend.

The council study found that "grade inflation is a problem throughout the country," with 77 percent of those answering a 1975 Carnegie poll calling it "serious." The proportion of students with an A or B grade point average rose from 35 to 39 percent between 1969 and 1976, while those with a C average or less dropped from 25 to 13 percent, the council said.

At the same time, institutions are awarding credits more liberally, the council said. Student receive credit for off-campus work, such as self-study and television instruction, or if they can pass a test showing they know the content of courses they have not taken.

Other schools have added course requirements, the council said, in order to "find students" for "overstaffed departments, faculty and unemployed graduate assistants" to teach. Others have expanded their extension programs, offering courses in many states, often with little quality control.

ADVERTISING and information provided by schools is often misleading, the council found, with catalogs and recruiters failing to indicate that some courses are offered infrequently. Other courses have long waiting lists. Some faculty members teach only part-time or not at all.

Some schools are lowering admissions standards as the college-aged population in the United States declines, but are not providing the additional support services needed by the less capable students, resulting in more dropouts, the council said.

A related phenomenon, the council said, is the search for foreign students who can pay tuition, qualified or not. Foreign student enrollment rose 13 percent in a single academic year, from 179,000 in 1976-77 to 203,100 in 1977-78.

STATEMENT OF OWEN V. FRISBY, VICE PRESIDENT, GOVERNMENT RELATIONS OFFICE, CHASE MANHATTAN BANK

Mr. FRISBY. Thank you very much, Mr. Chairman.

My name is Owen V. Frisby. For a number of years I have been vice president in charge of the Washington Office of the Chase Manhattan Bank.

My statement today is as an individual and does not necessarily reflect the views of the Bank. On the other hand, it should be noted that our senior management has publicly taken a position on the need to strengthen the ethical underpinnings of America and Chase was one of the first corporations in the country to formalize and announce a strong code of ethics for its officers and its employees.

I want to pick up my text a little later, but I want to make a few general comments first of all.

With respect to whether or not we know what ethics is, is there enough agreement, I think this was your last question to Ivan Hill, in the population generally as to some things that we could teach in the way of ethics and values. I think, on some of the basics, there is clearly a very overwhelming public support for bending the twig, if you will, in the area of the Golden Rule, the area of honesty, and not lying, not cheating on exams, not stealing, generally what is considered by the Albert Schweitzer definition of having a regard for other people, and other people's property.

I think that those basic things could be stressed. I think once you get beyond that, you may get into areas of controversy where you would have to take it on a case-by-case basis.

It seems to me that we also ought to keep in perspective what we are up against. If the chairman would agree, I think that it might be of interest to the committee and to the Members of the entire Congress to have inserted in the record the complete text of about a 20-minute segment that was recently telecast on CBS's 60 Minutes program, on violence in the classroom. I think that it might be helpful to have the exact text, which they were kind enough to furnish.

[The document referred to above retained in committee files.]

Mr. FRISBY. I don't know how many of you had the chance to see this program, but I think that if any of you did, you would be shocked and would be clearly impressed with the incredible problem we have in our classrooms today from the standpoint of physical violence.

In this program, they started with an introductory comment that there is some 60,000 reported cases of violence against teachers by their students in the classrooms of America. The program pointed out that they have everything from bicycle chains to knives, and every other weapon that you can imagine, used against teachers, either actually used against them or threatened.

They interviewed a lot of teachers who reported being attacked, either on the playground or on the schoolgrounds, or actually in the classroom itself, frequently without any help from any other students, or from other faculty members.

The program tragically ended on a note of an actual funeral of a teacher that had actually been killed, and what was said about that teacher at the funeral.

The program also pointed out that for every case of physical violence that is actually reported to the authorities or to the police—doubtless there are a number of others that for various reasons are never even reported.

The second thing, I think, that might be worthy to keep in mind in terms of perspective is one of the statistics that I mentioned on page 3 of my formal testimony, and that is, in ballpark figures, we are talking about $500 million a year of physical destruction in our classrooms. Frank Goble mentioned the tremendous improvement from the standpoint of physical destruction in some of the places like Indianapolis that have actually had programs of value education, which had a meaningful impact on the students.

When you think that this bill that Congressman Bennett is talking about, and other members of the committee, is calling for $5 million for a nationwide sort of survey effort to find out what is being done, and what might be done to teach values in the public schools, and you measure that against the $500 million just in terms of broken windows and broken blackboards, and stolen movie projectors, and things of that type, we are talking about 1 percent of the value of the physical destruction in the classroom in terms of the affirmative side of trying to do something about it in a constructive way.

It seems to me that even if the program were not perfect, and even though there may be flaws in it as it would go on a trial and error basis, in terms of the problems that the Nation faces, and in terms of the schools facing the problem, not only of cheating on exams—We saw in the Washington Star, a front-page article, last week, this study that was put out by the Carnegie Foundation, of massive cheating in our colleges throughout the country on a scale that is much worse than we have had in previous years.

It showed a study showing inflated grades as a kind of regular practice that was creeping in in the high schools and colleges of America. We have seen in the newspapers every few months a West Point scandal or some other cheating scandal. There was another series of articles in the Washington Star about cheating in the schools, the high schools around the Washington metropolitan area, and of interviewing students, and the students saying that it was commonplace in many of their classrooms for the majority of students to believe that cheating was justified. They felt that there was nothing wrong with cheating on exams in school because they were under pressure to get good grades to get on to college, and for various other reasons, ranging from parental pressure to other things that I just mentioned.

I would like, in the interest of saving time, to pick up from my prepared statement on page 5, and emphasize a few points that I have tried to raise in my written testimony.

In the broader sense, we have seen in the last few decades that there has been a significant deterioration in the delivery systems that have been used to channel values from one generation to another.

When our country was founded, and when we still had the little red schoolhouse, the textbooks in our public schools carried a large amount of value oriented material, which stressed patriotism, the

Golden Rule, having a regard for other people, and heroes in American society.

Up until the recent past, the McGuffey Reader was another manifestation of these wholesome shared values of our society. But in recent years the school books and curriculum have been systematically shorn of these kinds of materials and concepts and a moral and ethical neutralism or agnosticism introduced, which is now more or less the rule in our curriculum.

Whereas peer pressure had traditionally been directed against the few who might cheat on exams or steal from the local merchant, in many schools today the peer pressure has been reversed, and the majority of our students either feel that cheating and lying are justified, or at least feel that they should look the other way when someone else does it.

Heroes have frequently been debunked. Patriotism is slyly ridiculed, and respect for our institutions gradually undermined.

Another of our traditional delivery systems for values has been the family. Although there is still a number of important values transmitted from fathers and mothers to their children, the family itself has been greatly weakened by major increases in divorce, working mothers that leave their children in whole or in part to fend for themselves, and travelling fathers who are increasingly away from home.

In addition, the family dinner table which had traditionally been a bulwark for sharing inspiration, instruction and guidance and for family cohesion, has frequently been torn asunder by the absence of working parents, or the desire to eat quickly in order to watch the evening news on television, or, as some of our witnesses earlier have pointed out, a lot of our young people are not even interested in the news. They want to watch a lot of other programs which have considerably less value educationally and otherwise than watching the news.

Since our culture is structured to produce less emphasis on ethics, honesty and doing the right thing, the watchword is frequently "do your own thing—and the heck with everybody else."

In this atmosphere, and with the lack of reinforcement in the schools and in the family, we have had a tremendous increase in drug addiction, alcoholism, and in the number of people who feel confused and lost as to the purpose of their life, with the loss of meaningful values and guideposts for measuring their conduct.

Another manifestation of this situation is an alarming increase among young people in joining cults. What happened at Jonestown sent shock waves throughout the whole Nation, in fact the whole world, and perhaps will encourage many parents and youngsters alike to examine the implications of joining a cult, and why young people feel driven into such extreme action.

Perhaps we could learn something from other societies around the world, including Japan. A recent article which I read within the last few days in the Detroit News, they pointed out that in Japan they only have only 1.8 murders per 100,000 people, while in America we have 8.8, seven or eight times as many. In Japan, they have 1.8 robberies per 100,000 population, and in America we have

187. That is almost 100 to 1 ratio in terms of robberies in Japan and the United States.

In Japan there is a higher priority on teaching values in the schools. There is a family cohesion which serves as a deterrent to antisocial behavior because of the stigma that is attached to all members of the family if one of their members creates a breach of the law or unethical act.

The article also goes on to point out that even business leaders of companies in Japan will frequently publicly apologize for the misconduct of their employees. Cooperation between business, labor and the government is at a premium. Citizens work with the police in uncovering criminal behavior, and acting illegally or unethically is out of step frequently with the cultural norm in Japan.

I might also add that in the United States, up until the last few decades, this also was the norm, and there was a lot more emphasis on the cohesion of the family. Unethical or illegal conduct was much more stigmatized than it is today.

There have been other examples which have been publicized by the press, and I think the press deserves a lot of commendation for pointing to this problem, and being constructive and focusing upon it.

For example, there have been articles that have recently shown in Seattle, Wash., there is a major community effort to get at the arson problem, which Mary Ann Kirk mentioned was at her door just a few weeks ago, personally.

They pointed out, in the experiment that they had there, that when the community leaders, the religious leaders, the educational leaders, the police, the schools and everyone else focused on this problem, almost overnight they had a dramatic decrease in the amount of arson that was being perpetrated in the community of Seattle.

There was a community awareness of it. The youngsters in school were talking about it, perhaps even writing essays on why arson is a bad thing. When the community came together, there was a different attitude toward the subject than there previously had been. There was sort of a detached attitude may be in the past, but when the media and the community focused on it, there was a major improvement in the conduct in this particular area.

We have had similar examples as far as retail theft, and media and educational efforts to restigmatize stealing from stores—ads on the back of buses in Washington, and efforts by the advertising council and the like.

What we need in American is, not only through the schools, but through other organizations, a restigmatizing of dishonest as a cultural norm, and to make it popular, particularly among young people to be honest and patriotic, and have a regard for other people.

We need to encourage our young people to stand up for what is right, even if they have to stand alone among their friends, or their peers at school. Without materials in the curriculum, and more emphasis on character building in the classrooms and our homes, we will not produce as many future leaders as we will need to solve the enormous problems that are facing the Nation over the next generation.

It is true that a large number of young people are honest, and follow the Golden Rule, and do not lie, do not cheat, and do not steal. It is a good thing that we have that. Certainly, our whole society has a majority of people who are honest, or a free society could not function.

On the other hand, as Ivan Hill pointed out, as our society becomes more interdependent, we cannot continue to enjoy political and economic freedom unless a larger majority of people, particularly young people, are impressed with the importance of honesty and ethics, and having a regard for other people in their everyday lives.

In conclusion, I don't think it is as significant as to exactly what form of legislation is passed. I think it would be very beneficial to the Nation if something was done, if at least a modest amount of money was appropriated, and if at least some direction on the part of the Congress to the states to get on with the job, and to encourage innovation and evaluation. If this were done, at least, as an initial step.

I think perhaps even more important than the actual legislation is the importance that this subject has been given by this committee today, a rare hearing, indeed, in fact one of the few that I am aware of that the Congress has ever had on this particular subject.

I think that it would be encouraging if other committees of the Congress, in the House and Senate, would focus on this and related questions. I know Senator Birch Bayh, for example, has had some very interesting hearings on the American Family, and there have been, perhaps, other efforts in the Congress along this line. But I think more are needed.

In the media, we have had a very encouraging increase in the devotion to this subject. We have had a number of things on "60 Minutes." Jesse Jackson, who was hoping to be here today, was on a 20-minute segment a few months ago on "60 Minutes." The Today Show devoted a whole week to interviews and focusing on teaching of values and other things in the public school system, and had a lot of educators and others talk about this problem.

We had an hour-long documentary on NBC several years ago on white-collar crime, which I think was a major contribution, and on which Ivan Hill appeared, along with a number of other leaders.

I don't think that the problem is by any means insurmountable. There are a number of Members of Congress who are interested in this question, and they are speaking out in speeches around the country, as well as this hearing today. There are a number of people in the media, ranging from columnists to the networks, and newspapers and editorial writers are focusing on various issues of the problem.

I think what we need is to realize that we have a serious problem on our hands, and do all that we can collectively to focus constructively on its solution.

Thank you very much.

Chairman PERKINS. Mr. Goodling.

Mr. GOODLING. Just a couple of comments, Mr. Frisby, on the first page of your statement, where you indicate that the public has taken a position on the need to strengthen the ethical

underpinnings of America, and Chase became active in that, and became very interested, etc.

May I merely say to that that recently I had an opportunity to spend about 2½ hours in debate before a group of students in a college with Michael Polante. I don't know whether you are familiar with Michael Polante, or not, but I will guarantee you one thing. The Chase Manhattan would be appalled to realize that he writes textbooks in the area of social studies, ethics, moral values and so on. It is just unbelievable. According to him, there isn't anything right that we have ever done in this country. Our whole system is totally wrong. It has always been wrong, et cetera.

Speaking to all those college students, I did not have too much difficulty because I realized that they were smart enough to see through a lot of what he had to say. I challenged him to run for office, so that he could put his money where his mouth is, or put his mouth where his something is. But for high school students, it would have been a different story, if Michael Polante had been before them, giving that gospel. That is why I have this kind of fear.

Now, there is no question that you can cite statistics in Japan. It goes back to the fact that things are changing in Japan, primarily because they are becoming industrialized. They, too, are losing that significant family influence.

There are people who deal with the family, who say that perhaps the route that we should be going is trying to find some way to offer support to the family so that, we can, in fact, go back to some of the traditions because it was the family that promoted them.

Schools have not been too successful in substituting that family influence. Now when you talk about 600 million Americans living together who are not married, et cetera, you know, you are just compounding all of these problems.

So, I think the family issue that you talk about in here is one of the issues that we have to really study. We must try to find some way to support the idea of stability and families if, in fact, we are going to do very much about reversing the trend that we see, in my estimation, in relationship to ethics.

Mr. FRISBY. Could I comment on that, Congressman? I would like to make a couple of comments.

First of all, yesterday I had the privilege of addressing a convention down in Williamsburg, Va., on the question of business ethics and its relationship to less Government and a better America. I also have had a chance, more or less on my own time, but being introduced as a vice president of the bank, to give talks on a number of occasions to grade schools and high schools in the metropolitan area, where my son is a student, and where the teachers have asked me to come in and give a talk on business ethics and its relation to current issues facing the Nation.

I find young people and students very interested in business leadership, in what David Rockefeller thinks about ethics, and a lot of other topics. The teachers that I have talked to, and also the principal at one of the grade schools that my youngster goes to in Montgomery County, as well as a high school that another one of my sons attends, would welcome very much the kind of thing that Mary Ann Kirk was talking about, that is being studied after the

Maryland Legislature passed a bill to implement efforts along the lines of strengthening ethical activities and curricula in our public schools.

I found that the young people are very much interested in asking questions about what business leaders think about ethics, and they are very satisfied when they get a straightfoward answer as to the leadership that has been given, and what some of our business leaders do think.

I might just add that Roscoe Drummond devoted a column to one of David Rockefeller's recent speeches on ethics, and former Senator Clifford Hansen put it in the Congressional Record a year or so ago. In this column, Mr. Rockefeller is quoted as saying what the four corner stones of our ethics code at the Chase Manhattan Bank are, and I might just mention what they are because they are only one sentence each.

First—Honesty and candor in all activities;

Second—Integrity in the use of corporate resources;

Third—Avoidance of conflicts of interest;

Fourth—Fairness in dealings with all.

We have had those principles throughout the history of the bank. It is only in recent years that we have formalized them in a code of ethics which a lot of other companies and trade associations have been doing.

I think you raise an interesting question, and I think the broader implication of the question you raise is, what are some in the private sector, including business, doing in the way of speaking out and offering leadership in these areas, and being willing to take on some of the tough questions that are related to the general field of ethics.

I think the answer is an encouraging large number of them are starting to speak out and taking an interest in it. I think our young people are very receptive to this.

Mr. GOODLING. It is interesting that you use David Rockefeller because, of course, he was Michael Polante's favorite. After he got finished dissecting him before that college audience, there was not much left. Poor David, I could only make the comment the far left says that he is the work of the devil, and the far right says that he is the devil himself.

Mr. FRISBY. I think he can speak for himself, and I think his record speaks for itself, but I think oftentimes, public policy in the Congress, and the majority of the public opinion is some place between the far left and the far right. Oftentimes that is where the solution of many of our problems lies.

Mr. GOODLING. I did not want you to think that those were my opinions of David Rockefeller. I happen to think that the family has done very well by the American people. But I was merely giving you Michael Polante's idea, who writes these textbooks, who goes around speaking to students all over this country. That scares me to death. That is the only point that I am trying to make. It depends on who presents the material to the young ears that are sitting before them, and how that is presented. There is just no way administrators can make sure of what is being said in that classroom at any given time.

Mr. FRISBY. Of course, there is no way to prevent it in the absence of new curriculum or new activities in the area of ethics. The teachers, oftentimes, have a considerable latitude now to inject their own opinions, or say what they want.

I think you were out, or at least I am not sure that you were here when this question was raised a few minutes ago. But I think there is a difference between teaching about honesty and ethics in the context of the Golden Rule, and not lying, not cheating, not stealing, things of that type, which I think there is a very wide agreement, ranging from left to right, as to the desirability of the Golden Rule and its social utilities.

It is pretty hard to talk about honesty from a left wing or a right wing, or even middle-of-the road point of view. I think that when you get into more controversial areas that go beyond the basics that we are talking about, then you can have considerable controversy, and it becomes more subjective and more difficult.

So I think that there needs to be a distinction between teaching values and bending the twig, so to speak, in favor of having a regard to other people, and telling the truth, basic honesty, and the Albert Schweitzer definition, and some of the more controversial areas that may lie beyond that.

Mr. GOODLING. Two comments before I run to vote. No. 1, I have sat before professors, I guess, for 90 credits, and I have a lot of people who sat there with me who were not able to see through what they were proposing and what they were selling. That can become a very detrimental thing.

Second, I find it very difficult in the business of education to do very much in the way of convincing young people that our way, or our proposals, or our ethics program, or whatever it may be, is much better, when, in fact, the home situation is such that it is in total contradiction of what we think of in relationship to the Golden Rule, or the Ten Commandments.

If we could get everyone to live by the Ten Commandments and the Golden Rule, then we legislators could go home and save the country a heck of a lot of money. We would not need to be here to legislate. The country would probably be better off, and we would save a lot of money.

My only concern in this whole business is that when you get into ethics education, who determines what that is—is it a Michael Polante?—and who teaches it.

I have had 23 years of first hand school experience. I suppose that is what makes me a litle itchy about turning things of this nature loose in classrooms.

Now, I must run and vote.

Mr. FRISBY. Thank you.

[Recess.]

Chairman PERKINS. Our next witness is Ms. Kristine McGough, columnist for Social Education.

If you will come around, identify yourself and proceed.

STATEMENT OF KRISTINE McGOUGH, COLUMNIST, PARENTS' PERSPECTIVE

Ms. McGOUGH. My name is Kristine McGough. I am a wife, mother, and author of a column called "Parent's Perspective" in Social Education, the journal for the National Council for the Social Studies.

I am a member of the National Committee for Citizens in Education, and chairman of a local parents group which seeks to provide more citizen input into public education. I am also a member of the Maryland Values Education Commission.

At this point, I would like to depart from my testimony to clear up something. One of the earlier witnesses said that they were speaking on behalf of the Maryland Values Education Commission. Now, at this point, the commission is 24-members large. We have had two meetings, and have taken votes on nothing, and have not discussed this bill. So I wanted to have that be clear.

I am appearing today in the unenviable position of seeming to be anti-citizenship and anti-ethics.

My interest in education began five years ago when my child was involved in a federally funded research project without my consent. The school's defense of this introduced me to the concept of the school as "surrogate parent," and plunged me into intensive research.

Guidelines were eventually passed on the use of school children as research subjects, but by that point I had become aware of an educational philosophy which dealt with the whole child. As a January 1969, issue of the NEA Journal puts it "Schools are becoming clinics whose purpose is to provide individualized psycho-social treatment for the student, thus increasing his value both to himself and society."

Since those early days, my involvement in education has been major. I was a member of a panel which reviewed National Science Foundation funded curricula, the only lay participant at the Wingspread conference on textbooks, a participant at the NIE conference on curriculum development, and an HEW meeting with Assistant Secretary Aaron concerning regulations for the protection of human subjects.

I have been a speaker at national and state conventions of the National Council for the Social Studies and training sessions for the Law Education Project, in addition to speaking before parents groups. I have also been published in the *Washington Post* and the *Baltimore Sun*.

I bring this to your attention so that you will realize that my interest in this subject is not merely cursory.

I think we are all aware of a moral crisis in our society. I think the question to be raised is, will this bill help the situation?

First of all is the question of definition. Although polls seem to show parents want moral and values education in the schools, my contacts with parents via my column lead me to believe that most parents think only in terms of their own value system being taught.

What does citizenship mean? A reading of *Building Rationales for Citizenship*[1] reveals little agreement among educators on the subject. Citizenship is a vague term. It ranges from paying one's taxes to feeling good about one's self.

[1] James P. Shaver, Ed., Building Rationales for Citizenship Education. Bulletin 52, NCSS.

Rationales, in this slim volume, speaks about everything from the citizen as boy scout to the citizen as political activist.

Is Congress concerned because students don't know who their elected officials are? If so, we should be thinking in the more specific terms of civics and government. My daughter managed to graduate from high school last year without either subject.

The term "ethics" really opens up a can of worms. Webster's defines it as a set of moral principles or values. This really becomes quite sticky in a pluralistic society. Even the generally accepted Golden Rule has its problems. What I would not mind "being done unto me", might be very much resented by someone else.

I see little evidence of a consensus on definitions of values or what constitutes a moral value. One author [2] places moral values on a continuum, ranging from personal preferences to basic values, with honesty ranked below cooperation on the scale.

This would likely conflict with the religious beliefs of some and parents would be banging on the school door if it were presented that way to their child.

Another author [3] discusses morality in terms of absolute—God derived—common—society derived—and radical—self-determined.

These questions are being debated at state and local levels now. It seems premature for the Federal government to get involved in it. Education is inclined to be a victim of faddism. Whenever Federal funds are available, people spring up to spend them, often on projects which have not been well though-out.

A panel report on the National Science Foundation,[4] unread, I fear, by most Congressmen, tells of a curriculum which could lead students to accept eugenics as a form of population control. This should give every citizen cause to be concerned about Federal funding.

It is important for the Committee to realize that there is already a great deal of ethics teaching going on in our schools. Many districts have incorporated the values clarification approach advocated by Dr. Sidney Simon.

Simon is concerned with the process of valuing rather than the values themselves. One strategy used is a game in which students, supposedly in a life and death situation, are forced to eliminate people based on their usefulness to society. Simon has been criticized by some parents and educators as invading privacy and fostering ethical relativism.

There are parents fighting very hard to get guidelines ensuring that their children will not be involved in values clarification without parental consent.

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[2] James P. Shaver and William Strong, Facing Value Decisions, p.24

[3] Allen S. Roberts, address delivered Aug. 12, 1978 at Macquarie University, Australia.

[4] Panel Evaluation of 19 Pre-college Curriculum Development Projects, Dec. 8-12, 1975; NSF, Directorate for Science Education, NSF 76-23.

Another movement sweeping the country is Lawrence Kohlberg's Moral Education. This is based on the theory that people go through various stages of moral development. Unfortunately, Kohlberg seems to feel that those who believe in an outside authority, for example, God, are at a lower stage than his so-called autonomous man.

Since he feels it is the school's function to move children through the stages, I feel this conflicts with my parental right to direct the moral upbringing of my child.

I recently attended the Great Lakes Regional Conference on the Social Studies. While there, I participated in three sessions on ethics or values education. One was a fairly cognitive approach being used in an elective ethics course in a high school. Its purpose was to get students to realize that there are moral dimensions to almost every issue.

The second was given by a professor who talked about parents who "brainwashed" their children about religion, and was distressed that the Amish were given the right to educate their own children. I will leave it to you to judge his bias.

A third session involved a Title IV Diffusion Project called The New Model Me. As a parent, it was chilling to hear a educator talk about "playing around with values," "sneaking values into the curriculum," and if all else fails, buying books which contain "dynamite" stuff you can use the very next day.

No questions were raised about parents' rights, invasion of privacy, or possible psychological harm. Much of the focus, instead, was on how you, too, can get hold of Federal funds to implement the program.

I think these three sessions point up the state of values education today and the reason that many parents are concerned about turning this function over to the schools.

Edward Zigler, Sterling Professor of Psychology and Director of the Bush Center of Child Development and Social Policy at Yale University, in discussing moral training and values clarification, expressed concerned about parents who surrender their job to teachers "who will enter this sensitive area armed with pre-packaged techniques bought in a kit."[5]

I feel that passage of this bill will further this process and make us more and more, as Christopher Lasch puts it, "the family besieged."

I hope that this brief overview will convince the Committee that this apparently innocuous bill may have serious repercussions particularly as it is currently worded. It could well be the carrot that will cause local jurisdictions to leap into this area before consensus is reached, and further the current split between school and home.

There are many parents in the country who are trying very hard to raise their children with an ethical sense. We ask that if the school can do no good, it should at least do no harm.

Current attempts of parents to raise their children in their value system will be in jeopardy if Congress lends moral and financial support to this movement. I hope the committee will look into the complexities of the issue before acting.

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[5] Today's Child, December, 1978.

In the interest of time, I have attempted to keep my oral statement brief. However, I feel it necessary to address lines 7, 8 and 9 on page 2 of the bill, which say: "The content and nature of such instruction shall conform to general standards prescribed by such State agencies."

My dealings in education have convinced me that there is a myth that if money is appropriated to state or local governments, the programs developed will somehow reflect the community consensus. Generally, this is not the case. Education has become a large bureaucracy, and usually programs are a fait accompli before the average citizen even gets a chance to react to them.

An excellent article on this topic appeared in the April, 1978, issue of *Education Digest*, entitled "Citizen Participation in Schools," by Don Davies. It makes the point that even in federally funded programs, which mandate citizen participation, which this bill makes no provision for, such participation has been, as Barbara Jordan terms it "a network of illusion."

The schools' involvement in the area of ethical values can be explosive. I was a witness to a heated exchange at the NIE Curriculum Development Conference in November of 1976 between two well-known educators, Peter Dow and Donald Barr. One took the attitude that the role of the school was to promote value change; the other felt there was arrogance in presuming to judge which long-accepted values should be changed and that parents have a basic moral right to evaluate the goodness of potential change.

What are some things that education can do without intruding on people's right to privacy and freedom of religion?

Certainly, there should be an re-emphasis of the study of our Constitution and the principles on which our Nation is founded. Another would be increased community support for teachers who set standards of behavior in the classroom.

It seems to me difficult to quarrel with "Thou shalt not steal Johnny's pencil." For neither of these approaches do we require Federal legislation or funding.

Although the intent of the proponents of this legislation is a good one, I feel that this bill will further confuse an already complex issue.

Chairman PERKINS. Ms. McGough, if I followed you correctly, you are stating that we are giving the State and local educational authorities power that they do not now have, and that this authority rightfully belongs to the parents and not to the schools. Am I correct in that assumption?

Ms. MCGOUGH. Not really. The school system does have a role in citizenship. I think some of the other witnesses have made the point that in the old days we did teach citizenship in our school systems.

Now, what I am concerned about is the fact that some of the things that are occurring under the guise of citizenship education today are really abuses.

Chairman PERKINS. How do you feel they may be abused?

Ms. MCGOUGH. Well, it currently is being abused. For example, my child, under the guise of ethics, was involved in an activity in which they paired children of different religious faiths and had them discuss their religious hangups, and that was a quote from the teacher's guide and the material.

They justify lifeboat games, survival games where people are tossed out of the lifeboat under the guise of ethics education and moral training.

Many of the things which I write about in my column, and I will be very glad to give the material to the committee, if they would like, are coming in under the guise of "we are just teaching them to be good citizens, to learn to think for themselves."

I think one of the previous witnesses said something about "help people to find their own values system." This is being misinterpreted, I think, on the local level.

Chairman PERKINS. Mr. Goodling.

Mr. GOODLING. I think there are two points that you raise in your testimony that, of course, are concerns of mine. You talked, first of all, about who determines what citizenship is, and then the different definitions of citizenship. I find that even more of a problem when you define what ethics means and what ethics is.

Regarding the second part of your testimony on page 5 I have to say that what you are saying here is true. I think of the business of teaching reading without referring to phonics at all, an era we went through in education which was destructive in some cases, would not have happened had there not been the carrot from the Federal government.

I also think of modern math, whatever that may mean. It was taught to youngsters who knew not what it was, parents who did not understand it, and in many instances by teachers who really were not properly trained to teach the program. Again, that was another federally funded carrot that was tossed out, neither of which would have come about, I don't believe, without some Federal funding.

So I must admit that on two areas of your testimony, there is no question that you raise some very valid concerns. I would ask you one question.

Everyone who is here today testifying has a real concern about what has happened in our country in relationship to citizenship, in relationship to ethics. What do you suggest that we, as a Federal Government, do, if anything, to try to right what I think we all agree are serious problems in our present way of life dealing with respect to citizenship, ethics, family relationships, and so forth.

Ms. MCGOUGH. I am not applying for a grant, so I don't have any quick and easy answers to that. I would like to comment on what you said about somehow supporting the family structure. But again I don't know whether that is something the Federal government has to do.

For example, if at the present time my child goes to school, I happen to come from a religious framework, when we talk about ethics, I think in terms of moral values. When I think of moral values, I come from a God given set of values. Other people, and we are a pluralistic society, come from a different base. As a result, I happen to teach my children that there is such a thing as subjective morality. There are certain things that are right, and certain things that are wrong.

Quite frankly, I think that many of the things that are currently going on in the schools under the guise of ethics education are

actually fostering the idea to the kids that there is no set of moral absolutes.

When I attended that conference in Chicago of social studies educators, and the one man who obviously had an anti-religious bias, and was trying to push his program, it was one of the few times I did see the educators get up in arms, and there was a battle royal over the fact between those who came from a religious base, whatever religion it was, and those who came from no religious base.

Many of the current techniques are actually forcing the kids to question what is going on.

I mentioned the question about rules of behavior. I find very little support for a classroom teacher who really tries to discipline students. I find administrators do not support them. So, I think that we, as a society, should start doing that.

I think, for example, drugs, so many of the problems in the schools now are drug related, and yet we have gone through program after program of drug education. I believe the Federal government also got involved in that for a while, and there were Senate hearings on it. None of those programs have proven effective.

My husband works with drug addicts, so far we do not have an effective program. What has been effective are school systems which have "cracked down" on drugs with firm disciplinary procedures. Again, that is not something that the Federal government has to get involved in.

Mr. GOODLING. I have said over and over again, I have real problems with our involvement, simply because of the several things that you have mentioned in your testimony. It is difficult for me to think of all of the teachers that I have either supervised or worked with, or taught with, and then think of them teaching ethics or moral values. I would think that they would be in hot water every day, because I don't see how you could teach what you yourself did not think and believe. I am sure that in any of these instances that is exactly what they would have to do because they would be presented with a program that would be to teach.

Ms. MCGOUGH. When they give the horrendous statistics of how many people are living together without benefit of marriage, how many people are drug abusers. Then to say, let's have the school system do something about this horrendous mess. It is sad to say that very many of these people are some of the people who are in the schools themselves.

I mean my children, and I think everyone who has teenage children can tell you which teacher is co-habitating with which other teacher, and which teacher is into pot, and which one isn't. I, quite frankly, am not ready to turn this over to the schools.

My concern is, basically, that it is going on already. We are fighting it. There is a county in Maryland, not mine unfortunately, which has tried to put restrictions on this type of thing, at least with the idea of parental consent which is my concern.

I just feel like, my goodness, I am putting my finger in dikes. Suddenly this wonderful bill is going to come out with the moral power of the Congress behind it, and there we are going to be again.

We in the hinterlands will be fighting it at the schoolhouse door.

Mr. GOODLING. I will have to agree with you. I have two teenagers who can tell me just about everything that every teacher does or does not do. I must admit that I would be a little concerned about what they might teach in an ethics. I am very concerned about what they are teaching in the Spanish course.

Ms. MCGOUGH. We had a survival game in my daughter's Spanish book, which she found. I don't read Spanish, but she found it. She said, "Oh, guess what, Mom, here is another one of those throw them out of the lifeboat things." Now, you think that if the parents even have to review the foreign language textbooks, we have real problems.

Mr. GOODLING. Let me say, Mr. Chairman, that we have to do something about saving the family in this country. I think that this is our only hope, but I am not sure whether we can legislate that or not. We have got to work in that direction.

Chairman PERKINS. Thank you very much, Mr. Goodling.

This appears to be our last witness today, unless there is somebody else in the audience who wants to make a statement. If not, the committee adjourns subject to call of the Chair.

[Whereupon, at 11:25 a.m., the subcommittee adjourned, subject to call of the Chair.]

[Additional material submitted for the record follows:]

American Ethical Union
2 West 64 Street, New York, N.Y. 10023. Tel: TR 3-6500

Paul A. Gellert / *President*
Joan S. Kotkin / *Executive Director*
Emily L. Thorn / *Rel. Ed. Director*

STATEMENT ON H.R. 123
By Raymond Nathan, Director, Washington Ethical Action Office, American Ethical Union

The American Ethical Union is a religious federation of the ethical culture societies in the United States. Ethics is central to our religious belief, as it is to most others. That portion of H.R. 123 which calls for funding the teaching of ethics in the public schools therefore raises fundamental questions of separation of church and state under the Constitution.

We cannot see how a state agency could prescribe standards for the content and nature of such ethical instruction that would be acceptable to persons of all religious beliefs, and that would not to some degree amount to a teaching of religion.

While we share Representative Bennett's desire to see understanding of ethical principles widely inculcated, we believe that should be done in the home, in religious organizations, or other appropriate places. The public school is not an appropriate place for this activity.

We therefore oppose H.R. 123 insofar as it would fund the teaching of ethics.

Convention II Inc.

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STATEMENT FOR HOUSE EDUCATION AND LABOR COMMITTEE, SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION, HEARING ON CITIZENSHIP EDUCATION, APRIL 24, 1979.

Please respond to:

○ National Office
2038 Tunlaw Road, N. W.
Washington, D.C. 20007
(202) 342-0787

○ New York Office
130 Highridge Road
New Rochelle, New York 10804
(914) 633-6822

Citizenship/political education and responsibility to vote are like the Union: One and Indivisible.

The fact that only 38% of the electorate voted in 1978 trumpets the critical state of citizenship education in our schools.

When 62% of America fails to exercise its responsibility to the other 38% to participate in mutual government our democracy approaches melt down.

This hearing is not just another session on a minor budget item. It is an examination of a major national crisis which demands a new perception of priorities.

The Three R's of Education are Four in number: Reading, 'Riting, 'Rithmetic, and Rule, where Rule means the organized forms of politics and government and the responsibility to vote and the right to vote. The three words in this Subcommittee's title need the addition of a fourth word to reflect that perception.

The Bill under consideration deals with the heart of a democratic republic. The road to the ballot starts in the school. The road needs major construction. The Bill should be supported.

Boris Feinman
Chairman, Convention II

EXCEPTION - THIS STATEMENT DOES NOT REFLECT THE VIEWS OF THE MEMBERS OF CONGRESS WHO ARE MEMBERS OF THE FOUNDERS COMMITTEE OF CONVENTION II.
Boris Feinman

"Two hundred years ago our Founding Fathers wrote a Constitution. Upon that base our Country stands great and strong, committed to Freedom, Liberty, and Respect for Human Differences. How shall we now build upon that which the Founders wrought so that America will ever be foremost in the Quest for the Rights of Man?"

NAE
NATIONAL ASSOCIATION OF
EVANGELICALS
OFFICE OF PUBLIC AFFAIRS/1430 K STREET NW/WASHINGTON DC 20005/(202) 628-7911

May 7, 1979

The Honorable Carl Perkins
Chairman
Subcommittee on Elementary, Secondary
and Vocational Education
Education and Labor Committee
U.S. House of Representatives
Washington, D.C. 20515

Dear Mr. Chairman:

It is our understanding that the record is still open for the submission in writing of testimony on H.R. 123, a bill to provide federal grants to assist elementary and secondary schools to carry on programs to teach the principles of citizenship and ethics. On behalf of the National Association of Evangelicals (NAE), we would like to submit the following comments.

The NAE is a voluntary fellowship of evangelical denominations, churches, schools, organizations and individuals, providing a cooperative witness and extended outreach for 3.5 million Christians. It was founded in 1942 and represents 38 complete denominations plus individual churches from at least 33 other groups. We have a service constituency in excess of 10 million people.

On April 24, 1979 Mrs. Kristine McGough, 6157 Steven's Forest Road, Columbia, Maryland 20144 presented her testimony regarding H.R. 123. Mrs. McGough is a wife, mother and author of a column called "Parent's Perspective" in Social Education, the journal for the National Council for the Social Studies. She is a member of the National Committee for Citizens in Education and chairman of a local parents' group seeking to provide more citizen input into public education. She is also a member of the Maryland Values Education Commission.

In our opinion, Mrs. McGough has presented the best case against H.R. 123 and has clearly demonstrated why it is inappropriate and would probably be ineffective. This, as you know, she did reluctantly because she did not want to appear to be anti-citizenship or anti-ethics. With the same kind of reluctance, we must also oppose the enactment of H.R. 174. Even though we could support its objectives, we believe there is a better way to attain them.

There are some things education can do without intruding on people's right to privacy and freedom of religion. There should be a reemphasis on the study of our Constitution and the principles on which our nation is founded, including the concept of popular sovereignty and limited government.

Regretfully, all too many students graduate from high school with little or no knowledge about the original concept of federalism. We need stronger and broader support for teachers who set standards of behavior and conduct in the classroom. As Mrs. McGough stated, it is difficult to quarrel with "Thou shalt not steal Johnny's pencil." We believe that these ideas about good citizenship and ethics can be taught in our public schools without federal legislation or funding.

For your convenience, I am enclosing herewith a copy of Mrs. Kristine McGough's testimony.

Sincerely,

Floyd Robertson
Associate Director

FR:ah
Enclosure
cc: The Honorable William F. Goodling
Ranking Minority Member

1930 River Road
Jacksonville, Florida
32207
May 14, 1979

Honorable Carl D. Perkins, M. C.
U.S. House of Representatives
Committee on Education and Labor
Subcommitte on Elementary, Secondary
and Vocational Education
Room B-346C Rayburn House Office Building
Washington, D.C. 20515

Dear Congressman Perkins:

In compliance with your letter of May 2, 1979, my statement is as follows:

It is my understanding that my good friend, The Honorable Charles E. Bennett, has introduced a bill that will encourage the teaching of citizenship and ethics in our public schools. I believe these subjects are being taught in our public schools, a little more encouragement in this area won't hurt.

However, if you expect this effort to reverse the rising rate of Juvenile Crime, then I believe you'll be disappointed. If you are alarmed and concerned over the kind of citizen our culture is producing and wish to reduce the number of culls, then we should consider the kind of seeds we are sowing through our excellent educational system. If we are to reap a better American Citizen, we have to sow better seeds. If we would like to produce more poeple like George Washington, Abraham Lincoln, Thomas Jefferson, Sgt. Alvin York, or like my Mother, Rachel, one of the finest cooks the world has ever known, then the same seeds that was sown in their lives must be sown in ours and in the lives of our nation's children. Of course, unique and various circumstances influenced and molded the lives of the best our culture has produced, but each one I've mentioned had the one and same supreme model and example, Jesus Christ, and His teachings.

In addition to giving encouragement and support to Mr. Bennett's bill, I would like to recommend that specific legislation also be made to encourage and support the objective teaching of Jesus Christ and His values within the guidelines set by the Supreme Court in our public schools. In due time, we shall see an increase in the number and an improvement in the quality of good American citizens and a marked decrease in the number of culls.

Jesus Christ and His values are taught in both the Old and New Testament Scriptures. Unless the legislation you agree upon states clearly and specifically that the teaching of the Old and New Testament Scriptures be taught as required subjects, by qualified and approved teachers and within the guidelines set by the U.S. Supreme Court in our public schools, we shall not get the results we desire and hope for, which is an increase in the numbr of good and profitable citizens and a decrease in the number of

culls.

Let me share with you a quotation from Galatians 6:7 (The Living Bible):

> "Don't be misled; remember that you can't ignore God and get away with it: A man will always reap just the kind of crop he sows."

Kindest regards.

Sincerely yours,

Gabriel Abdullah

GA/nr

May 9, 1979

The Honorable Chairman
Subcommittee
Elementary, Secondary and Vocational Education
Room B-346c
Rayburn Building
Washington, D.C. 20515

Dear Sir:

While Citizenship ought to belong in the elementary and secondary public school program, Ethics, which is the core of religion should have no place therein, and therefore I strenuously protest

H.R. 123

which is a Pandora box, opened up brings the controversial "Separation of Church and State" to the fore.

Sincerely

Klara S. Brunner

Klara S. Brunner
689 Columbus Avenue
New York, N.Y. 10025

P. O. Box 2131
So. Hackensack, N. J. 07606

Chairman
Elementary, Secondary and
Vocational Education
Subcommittee, Room B-346c
Rayburn Building
Washington, D. C. 20515

Dear Sir:

I am writing to state my opposition to H.R. 123 which would provide grants to assist elementary and secondary schools to carry on programs to teach the principles of citizenship and ethics.

I do not feel that it should be necessary for the Congress to appropriate money for such programs. I recall when I was in school (1936-1945) that principles and ethics were incorporated in our daily courses. If a teacher is not capable of incorporating these 2 basics in the daily teaching routine, then that person does not qualify to be a teacher in my opinion.

If the Congress has any extra money which it doesn't know what to do with, may I suggest additional allocations to Solar Energy research and tax incentives for experimentation.

Thank you for your consideration.

Very truly yours,

Ruth Z. Gabey

(Mrs.) Ruth Z. Gabey